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Programme budget for the biennium 2004-2005

Financing of the International Criminal Tribunal for the Prosecution of Persons Responsible for Genocide and Other Serious Violations of International Humanitarian Law Committed in the Territory of Rwanda and Rwandan Citizens Responsible for Genocide and Other Such Violations Committed in the Territory of Neighbouring States between 1 January and 31 December 1994

Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations

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Strengthening the security and safety of United Nations operations, staff and premises

Report of the Advisory Committee on Administrative and Budgetary Questions

I. Introduction

1. The report of the Secretary-General (A/58/756) contains supplementary budget proposals for the biennium 2004-2005 submitted in accordance with regulations 2.8 and 2.9 of the United Nations Financial Regulations and Rules. The total estimated requirements of $92,433,500 comprise the following:

- $71,881,600 under the United Nations regular budget, including special political missions;
- $6,467,700 to be funded by other organizations at Vienna through cost-sharing;[1]
- $609,900 under the budget for the International Criminal Tribunal for Rwanda;
- $13,474,300 under United Nations peacekeeping operations.

II. Background information and general considerations

2. The Advisory Committee recalls that, following the events of 11 September 2001 in the United States, the Secretary-General took a number of steps to strengthen the security and safety of the United Nations. The short-term measures and related requirements of $3,573,600 were reported to the General Assembly at its fifty-sixth session in the second performance report on the programme budget for the biennium 2001-2002 (A/56/674 and Corr.1). Subsequently, the Secretary-General reported that those short-term measures had been largely implemented (see A/56/848).

3. The long-term measures for the strengthening of security and safety were set out by the Secretary-General in his report (A/56/848). According to the Secretary-General, the measures were based on a comprehensive review of arrangements at Headquarters and other main locations, supplemented by the findings of security assessment missions to the United Nations Office at Nairobi and the regional commissions. The total estimated cost of the proposed measures amounted to $57,785,300, including the cost of 130 new regular budget posts. Of those, 60 Security Officer posts were proposed for the regional commissions to allow for discontinuing the outsourcing of security functions in line with the policy established by the General Assembly in its resolution 55/232. The General Assembly, by its resolution 56/286, approved the proposed measures and appropriated the requested funding of $57,785,300. The Secretary-General reported on the status of appropriations and expenditures relating to strengthening the security and safety of the United Nations premises in the context of his first and

[1] Estimated requirements for the United Nations Office at Vienna amount to $8.4 million, of which $1.9 million is the United Nations regular budget share and $6.5 million to be cost-shared by other Vienna-based organizations.

second performance reports on the programme budget for the biennium 2002-2003 (A/57/616 and A/58/558/Add.1 and Corr.1). The table contains information on the basis of the performance data reported by the Secretary-General (in United States dollars).

Budget section (2002-2003)	*2002-2003 appropriation*	*Expenditure at 31 October 2002*	*2002-2003 revised appropriation*	*Actual expenditure to 31 October 2003 and projected expenditure to 31 December 2003*	*Uncommitted balance as at 31 December 2003*
16. Economic and Social Development in Africa	85 600	40 700	86 300	54 700	31 600
17. Economic and Social Development in Asia and the Pacific	591 700	48 700	715 500	657 800	57 700
19. Economic and Social Development in Latin America and the Caribbean	232 000	17 900	219 400	161 000	58 400
20. Economic and Social Development in Western Asia	1 045 000	50 400	1 035 400	950 800	84 600
27C. Office of Human Resources Management	458 600	144 400	458 300	518 500	(60 200)
27D. Office of Central Support Services	9 144 200	1 115 700	9 178 400	7 342 100	1 836 300
27E. Administration, Geneva	2 052 500	347 800	2 315 500	1 252 900	1 062 600
27F. Administration, Vienna	370 600	328 000	392 700	392 700	-
27G. Administration, Nairobi	327 200	188 800	319 900	320 700	(800)
30. Special expenses	1 647 000	500 700	1 647 000	1 647 000	-
31. Construction, alteration, improvement and major maintenance, including:	41 830 900	6 587 300	42 592 800	14 073 000	28 519 800
Headquarters	26 128 000	2 441 200	26 000 600	7 740 800	18 259 800
Geneva	14 595 200	4 100 000	15 490 000	5 503 200	9 986 800
Nairobi	535 000	150 800	521 000	520 900	100
Addis Ababa	325 000	1 100	333 500	119 400	214 100
Santiago	148 000	65 200	146 100	88 300	57 800
Bangkok	99 700	-	101 600	100 400	1 200
Grand total	**57 785 300**	**9 542 600**	**58 961 200**	**27 371 200**	**31 590 000**

4. As indicated in paragraph 2 of the report of the Secretary-General (A/58/756), the work programme for 2002-2003 approved by the General Assembly in its resolution 56/286 for improving security was largely implemented at the United Nations Offices at Vienna and Nairobi and at the Economic Commission for Africa (ECA), the Economic Commission for Latin America and the Caribbean (ECLAC), the Economic and Social Commission for Asia and the Pacific (ESCAP) and the Economic and Social Commission for Western Asia (ESCWA); at Headquarters and the United Nations Office at Geneva the security-related infrastructure projects are still in various stages of implementation. The Committee was informed, upon enquiry, that the uncommitted balance of funds under the account for construction in progress had been reduced from $28.5 million as at 31 December 2003 to $10.8

million as at 25 March 2004.[2] The bulk of the balance falls under the United Nations Office at Geneva ($9.6 million) and Headquarters ($1.1 million). According to the Secretariat, the total commitments of $31.8 million under the construction-in-progress account as at 25 March 2004, include pre-encumbrances, disbursements and obligations, as follows:

Duty station	*Disbursements*	*Obligations*	*Pre-encumbrances*	*Total commitments*
	(United States dollars)			
Headquarters	2 483 400	1 763 700	20 594 500	24 841 600
Geneva	66 200	5 852 700	-	5 918 900
Nairobi	11 600	509 400	-	521 000
ECA	9 300	315 600	-	324 900
ECLAC	88 300	-	-	88 300
ESCAP	50 800	49 700	-	100 500
Total	**2 709 600**	**8 491 100**	**20 594 500**	**31 795 200**

The Advisory Committee has expressed its concern that the high level of pre-encumbrances is indicative of slow progress in the implementation of projects funded from the construction-in-progress account. The Committee was informed on 2 April 2004 that the contract for the outstanding New York-based pre-encumbrance of $21.6 million has been signed and obligations recorded in the same amount, and that there is no uncommitted balance for Headquarters in respect of appropriations for 2002-2003.

5. The report of the Secretary-General (A/58/756) contains proposals for a first phase of urgently required new measures for the strengthening of security and safety based on a review of arrangements at Headquarters and field locations. This is to be followed by a further report to the General Assembly at its fifty-ninth session proposing a second phase of longer-term measures after the completion of an ongoing change management study on security arrangements. According to the Secretary-General, these two sets of measures will represent a comprehensive global response to the radically altered security situation which the Organization faces since the direct attacks on United Nations operations and facilities in 2003.

6. **The Advisory Committee is of the opinion that, optimally, resource requests for the strengthening of safety and security should be based on and preceded by a comprehensive and completed review of security arrangements, including the change management study referred to in paragraph 1 of the Secretary-General's report and specific information on arrangements for cooperation and collaboration with host country authorities and organizations of the United Nations system at each location. The piecemeal approach now being followed, especially so soon after the last and fairly recent round of comprehensive reviews and security enhancements, has made a proper consideration of the estimates very difficult.**

[2] Revised appropriation for 2002-2003 of $42.6 million minus total commitments of $31.8 million as at 25 March 2004.

7. **The Advisory Committee was not provided with the necessary expert analysis, including information as to what kind of threat scenarios were assessed, the recommended responses and how these would translate into the resources requested in the report. These estimates, are in effect, being examined in isolation and not as a component of an overall and properly justified and prioritized programme of security enhancement. The Committee has borne the foregoing in mind during its consideration of the estimates, as well as the fact that more than two years after the issuance of the Secretary-General's last report on this matter (A/56/848; see also General Assembly resolution 56/286), significant elements of urgent need have still not been completed (see paras. 3 and 4 above).**

III. Resource requirements

A. Recommendations on posts

1. Regular budget

8. *Three Local-level posts for security guards for the Office of the United Nations Special Coordinator for the Middle East Peace Process under section 3, Political affairs*. These posts are requested to supplement the 13 existing security-related posts of the Office. **The Advisory Committee recommends the establishment of these posts**.

9. *Two General Service (Other level) posts for security officers under section 7, International Court of Justice*. These posts are requested to strengthen security coverage of the entrance/reception area of the Peace Palace as well as for the Registry building, and to provide security coordination with the Carnegie Foundation. **The Advisory Committee recommends the establishment of these posts**.

10. *Two posts, one P-3 and one General Service (Other level) under section 29D, Office of Central Support Services*. These posts are requested to strengthen the existing capacity of the Fire and Safety Unit for hazardous material detection and response to biological threats. **The Advisory Committee recommends the establishment of these posts**.

11. *One hundred and sixteen posts, for 58 Field Security Officers, including 6 P-5 and 52 P-4/3, and 58 General Service (Local level) posts for the Office of the United Nations Security Coordinator under section 31, Jointly financed administrative activities*. These posts are to be deployed in the countries considered as having high security risk. As indicated in the report, the proposal is made "given the pressing need for immediate strengthening of the operations of the Office of the United Nations Security Coordinator, and pending the recommendations from the review of the structure and procedures of security arrangements for the Organization as a whole to be submitted to the General Assembly in September". The Advisory Committee understands that 58 of these 116 posts already exist but are currently financed through extrabudgetary sources and are managed in the field by the United Nations Development Programme. **In view of uncertainties which exist with regard to continued assured funding for these posts, the Committee has no**

objection to their conversion to regular budget financing, provided that cost-sharing arrangements are applied (see para. 31 below).

12. **The Advisory Committee points out that no information was provided on whether, or to what extent, other alternatives have been considered in crisis management, such as responding to a crisis situation by dispatching a team of security officers**. The Committee recalls that the United Nations Security Coordinator informed the High-level Committee on Management of a new system of security management, whereby each field security officer is provided with a dedicated budget to permit him/her to operate effectively in the field, which would enable the Office of the United Nations Security Coordinator "to react quickly by shifting field security officers from one duty station to another in response to crisis situations" (see CEB/2003/3, para. 10 (a)). **Moreover, in considering this request for additional posts, an analysis must be provided of the relationship between these resources and what would be available to the Department of Peacekeeping Operations and through general temporary assistance**. The Committee notes that requests are made for security posts under the budgets of a number of United Nations peacekeeping operations and the equivalent of 164 security-related posts are requested under general temporary assistance, including 12 for the Office of the United Nations Security Coordinator (see paras. 14 and 16 below). The Committee has requested that the next report of the Secretary-General on security set forth definitive measures for cooperation between the Department of Peacekeeping Operations and the Office of the United Nations Security Coordinator in the area of field security (see para. 30 below).

13. **Under the circumstances, the Advisory Committee recommends that action on the request for the remaining 58 additional posts for the Office of the United Nations Security Coordinator be deferred pending the comprehensive report on security to be submitted by the Secretary-General to the General Assembly at its fifty-ninth session. In that report the human resource requirements of the Office of the United Nations Security Coordinator should be analysed taking into account the concerns expressed above and complete and fully justified proposals should be made which would allow the Office to operate efficiently and effectively in the field. Pending such consideration, any extraordinary and/or urgent needs can be met, on a temporary basis, through redeployment of existing resources and/or by using extrabudgetary funds, should they materialize. The recommendation of the Advisory Committee on the staffing of the Office of the United Nations Security Coordinator would involve a reduction of $5,580,200 in the estimates for the United Nations regular budget and an increase of $2,469,000 in the estimates for the costs to be funded by other United Nations organizations.**

2. Budgets of United Nations peacekeeping operations

14. The following additional posts are requested for funding under the budgets of United Nations peacekeeping operations:

(a) Two Field Service staff and 15 National Officers for MINURSO;

(b) One P-3, Chief of Security, for UNDOF;

(c) One P-3, Chief of Security, for UNIFIL;

(d) Six (Field Service) security officers for UNOMIG.

15. **The Committee has no objection to the proposed establishment of these posts. The Committee points out, however, that staff costs related to these posts should be accommodated within the budgets of individual peacekeeping operations and included in their performance reports. This recommendation would entail a reduction of $1,514,900 from the proposed additional appropriation.**

B. General temporary assistance

16. An additional provision of $6,209,700 is proposed under the regular budget for the six-month period from 1 July to 31 December 2004 under general temporary assistance to provide funding for 164 posts broken down by office/location and grade as follows:

	D-1	*P-5*	*P-4*	*P-3*	*P-2*	*GS/OL*	*SS*	*LL*	*FS*	*Total*
Office of the Under-Secretary-General for Management (Headquarters)	-	-	1	-	-	1	-	-	-	2
Department of Political Affairs (Headquarters)	-	-	1	-	-	-	-	-	-	1
Office of Central Support Services (Headquarters)	-	-	-	-	-	-	10	-	-	10
Office of the United Nations Security Coordinator (Headquarters)	1	-	5	1	-	5	-	-	-	12
Geneva	-	-	-	-	-	31	-	-	-	31
Vienna*	-	-	-	-	-	-	10	-	-	10
Nairobi	-	-	-	-	-	-	-	36	-	36
Addis Ababa	-	-	-	-	-	-	-	10	-	10
Bangkok	-	-	-	-	-	-	-	8	-	8
Beirut	-	-	-	-	-	-	-	6	-	6
Santiago	-	-	-	-	-	-	-	3	-	3
Office of the United Nations Special Coordinator (Middle East)	-	-	-	-	-	-	-	3	-	3
UNAMA	-	-	-	-	-	-	10	-	-	10
Office of the Special Representative of the Secretary-General for West Africa	-	-	-	-	-	-	-	1	-	1
UNMOGIP	-	-	-	-	-	-	-	2	2	4
UNTSO	-	-	1	1	1	-	-	9	5	17
Total	**1**	**-**	**8**	**2**	**1**	**37**	**30**	**78**	**7**	**164**

* Jointly financed activity which is cost-shared by the United Nations regular budget and other organizations.

17. **The Advisory Committee points out that very little information was received to support the level of general temporary assistance requested. As with other requests in the report of the Secretary-General, the request for general temporary assistance was difficult to analyse in the absence of a comprehensive and coherent plan which will be made available only in the autumn. Moreover, the Committee is of the opinion that the proposal lacks transparency; it had the impression that in a number of instances general temporary assistance was proposed instead of a higher number of additional posts, which would then be requested in future presentations as a conversion from general temporary assistance. Under the circumstances, the Committee recommends approval, at this time, of an additional $3 million, as a lump sum to be used flexibly by the Secretary-General to meet urgent requirements arising between now and the time when the General Assembly takes action on the Secretary-General's "second phase" report.**

18. An additional provision of $509,400 is requested under the budget of the International Criminal Tribunal for Rwanda for the six-month period from 1 July to 31 December 2004 under general temporary assistance for 32 General Service (Local level) positions to provide enhanced round-the-clock security at various entrance and exit points of the Tribunal's headquarters. The additional 32 positions would augment the current security force of 44 General Service/Security Service and 59 General Service/Local level. **The Committee has no objection to the requested provision for general temporary assistance, but this provision should be accommodated within the budget of the Tribunal and included in the performance report**.

19. No additional provision for general temporary assistance is requested for the United Nations peacekeeping operations.

C. Other recommendations

1. Infrastructure/premises under the United Nations regular budget

20. An additional provision of $38 million is requested under section 33, Construction, alteration, improvement and major maintenance of the regular budget for improvements to premises. The provision represents one-time costs of security-related measures at Headquarters in New York, Geneva, Nairobi, and at ECA, ESCAP and ECLAC. The provision does not include the requirements for the United Nations Office at Vienna (see para. 26 below).

21. The estimated additional requirements of $38 million for improvements of premises relate to the estimated cost of ongoing projects, that is, those which were proposed by the Secretary-General (see A/56/848) and approved by the General Assembly in resolution 56/286, and new projects, as follows:

Section 33. Construction, alteration, improvement and major maintenance	*Ongoing projects*	*New projects*	*Total additional requirements*
	(United States dollars)		
New York	11 829 200	3 300 000	15 129 200
Geneva	9 702 000	6 619 000	16 321 000
Nairobi	384 400	2 994 000	3 378 400
ECA	-	2 220 000	2 220 000
ESCAP	-	774 600	774 600
ECLAC	-	210 000	210 000
Total	**21 915 600**	**16 117 600**	**38 033 200**

22. With regard to the security-related improvements of premises at Headquarters in New York, the Committee notes from annex II to the Secretary-General's report (A/58/756) that the implementation of a number of projects with a total estimated cost in excess of $5 million are to be deferred to a "later stage". However, no information is provided on when the projects could be resumed. **Given the uncertainty with regard to the implementation date of these projects, the Committee questions the rationale for including their cost at this time.**

23. With regard to the requirements for the United Nations Office at Geneva, **the Committee is concerned about a very sharp increase in costs estimates for some ongoing projects; the Committee trusts that the report on security and safety to be submitted by the Secretary-General to the General Assembly at its fifty-ninth session will provide detailed explanations of cost overruns. The Committee also expects that that report will propose comprehensive measures that would take into account the security concerns of all United Nations offices, agencies, funds and programmes at Geneva (see para. 33 below).**

24. The Committee was informed that the proposed additional requirements for Geneva include not only the cost of security improvements inside the premises but also the costs of strengthening the security perimeter, which were expected to be met by the Government of Switzerland; the Secretariat continues to raise the issue of the host country's responsibility for security improvements along the security perimeter and access to the Palais des Nations (see A/58/756, para. 37). **The Committee requests that the Secretary-General intensify his efforts in the ongoing negotiations on this matter with the host country. The Committee stresses that the security of the United Nations at every duty station is primarily the responsibility of the host country, which should provide all the required protection of the United Nations outside the perimeter of the United Nations district in that country. Assurances of host country cooperation should be included in the next report of the Secretary-General.**

25. **Taking into account what has been stated in paragraphs 4 and 22 to 24 above, especially with regard to the pace of implementation of previously approved projects, the significant and, as yet, unexplained cost overruns for ongoing projects, and the lack of a comprehensive plan with well-explained priorities, the Committee recommends deferral of the request of $16.1 million for new projects pending consideration by the General Assembly of the**

Secretary-General's forthcoming comprehensive report. The Committee notes that the unencumbered balance as at 31 December 2003 of $28.5 million, and additional requirements of $21.9 million for ongoing projects, total $50.4 million. Notwithstanding the recent signing of construction contracts (see para. 4 above), the Committee is satisfied that there is a great deal of work on existing projects which can be carried out until the end of 2004.

2. **Infrastructure/premises at Vienna**

26. The United Nations share of the total of the estimated $8.4 million additional requirement for the United Nations Office at Vienna amounts to $1.9 million, which is budgeted for under grants and contributions. The Committee was informed that the secretariats of Vienna-based international organizations (the United Nations Office at Vienna, the United Nations Industrial Development Organization, the International Atomic Energy Agency and the Comprehensive Nuclear-Test-Ban Treaty Organization) and the host country authorities are still in consultations on issues related to the financing of security enhancement requirements. Information provided to the Committee confirms that all previously approved projects for the enhancement of security at Vienna have been completed. It was also confirmed to the Committee that participating administrations are in agreement as to the work to be carried out. **Under the circumstances, the Committee recommends approval of the proposals for Vienna, on the understanding that in his next report the Secretary-General will provide specific information on the results of the consultations now being carried out between the Vienna-based organizations and the host Government.**

3. **Infrastructure/premises for peacekeeping operations**

27. A total additional provision of $11,959,400 is made under the budgets of United Nations peacekeeping operations for improvements of facilities and infrastructure, as follows:

MONUC:	$1,521,300
UNAMSIL:	$163,000
UNDOF:	$63,200
UNFICYP:	$2,176,900
UNMEE:	$7,000,000
UNMISET:	$345,000
UNOMIG:	$690,000

This provision represents additional requirements over and above the estimates submitted by the Secretary-General in his budget estimates for peacekeeping operations for the financial period 2004/05. **The Advisory Committee is of the view that, with the exception of the requirements for UNMEE, where the additional resources are requested in connection with the relocation of the headquarters to a more secure location, and UNFICYP, which is facing unforeseen additional expenditure, additional requirements can be accommodated within the overall budgets of peacekeeping missions, and included in their performance reports. This recommendation would entail a**

reduction of $2,782,500 in the proposed additional appropriation of $11,959,400.

4. Infrastructure/premises for the International Criminal Tribunal for Rwanda

28. An additional provision of $100,500 is requested for the one-time cost of alteration and improvement of existing premises and security structures and the acquisition of related materials and equipment (see A/58/756, para. 90). **The Advisory Committee recommends that this provision be accommodated within the budget of the Tribunal and included in the performance report.**

5. Responsibility and accountability

29. **The Advisory Committee has repeatedly called for clear lines of responsibility and accountability for all participants in field security and it again emphasizes that requirement at this time. It points out that the mechanism of accountability and responsibility now in place does not address the relation between the Department of Peacekeeping Operations and the Office of the United Nations Security Coordinator.** The Committee recalls that it requested that efforts should be made to clarify the relationship and interaction between the Office of the United Nations Security Coordinator and the Department (see A/56/619, para. 9); the Committee also stressed that, in view of the importance of a well-defined hierarchical security structure in the field, a prolonged discussion on defining clear lines of responsibility and staff accountability in ensuring the safety and security of staff would be unacceptable; the Committee called for the issue to be addressed expeditiously (ibid., para. 11).

30. In response to General Assembly resolution 56/255, the Secretary-General submitted a report on the framework for accountability for the United Nations field security management system (A/57/365). During its review of that report, the Committee enquired whether the Department of Peacekeeping Operations was covered in the new mechanism of accountability and responsibility in the area of field security and was informed that the Secretary-General would report on the issue in the context of section VIII, paragraph 4, of General Assembly resolution 56/255, in which the Secretary-General was requested to conduct an evaluation of the United Nations security system, including the new security arrangements and the relationship and interaction between the Department and the Office of the United Nations Security Coordinator, and to report his findings and recommendations to the Assembly at its fifty-eighth session; the Committee stressed the importance of the evaluation and urged its completion as soon as possible (see A/57/7/Add.11, para. 5). When the Secretary-General submitted his progress report on inter-organizational security measures (A/58/188), the Committee was informed that the Secretariat was continuing to assess the findings and recommendations of the independent evaluation called for under General Assembly resolution 56/255. **The Committee expects that the Secretary-General, in his further report on the second phase of longer-term security measures, will set forth definitive measures for cooperation between the Department of Peacekeeping Operations and the Office of the United Nations Security Coordinator in the area of field security.**

6. Cost-sharing

31. As indicated in paragraph 20 of the Secretary-General's report (A/58/756), a proposal is made for the funding of the additional requirements of the Office of the United Nations Security Coordinator entirely from the United Nations regular budget, a policy change from the current security funding arrangement established by the General Assembly in resolution 56/255.[3] The Assembly established a system of proportionate cost-sharing among United Nations organizations based on the size of those organizations' operations in the field. The rationale for the proposed change is set out in paragraphs 98 and 99 of the report. **The Advisory Committee points out that the United Nations Secretariat and United Nations organizations, funds and programmes share a common responsibility for the security and safety of their staff and it is in their interest to provide adequate and assured funding for security. The Committee is of the view that deficiencies in the current funding arrangement should be addressed in the context of inter-agency mechanisms for coordination and cooperation. The Committee reiterates its belief in the importance of adhering to shared financial responsibility in the coordinated management of the safety and security of United Nations personnel (see A/56/619, para. 15). Under the circumstances, the Committee recommends that requirements for the Office of the United Nations Security Coordinator be adjusted to reflect the application of cost-sharing; the United Nations share for objects of expenditure other than posts would be $1.7 million, and the other participating organizations would be responsible for $6.5 million. The Committee's recommendations on posts in the Office of the United Nations Security Coordinator are contained in paragraphs 11 to 13 above.**

7. Future reporting

32. In paragraph 5 above, the Advisory Committee has made reference to the "second phase" report that the Secretary-General intends to submit to the General Assembly at its fifty-ninth session. This report is to represent a "comprehensive global response" to the security situation which the Organization now faces. **It is imperative that the report of the Secretary-General set out a rational framework for the enhancement of security arrangements, based on the completion of all ongoing reviews, including the change management study. The report would indicate definite time frames for the completion of the various projects proposed as well as which organizational units are responsible for their completion.**

33. **The Advisory Committee points out that security affects all components of the United Nations system and not just the United Nations itself; irrespective of location it is the activities of the United Nations system that, unfortunately, have become potential targets. An integrated and coordinated approach by all organizations of the United Nations system is therefore required. Accordingly, the report should address security concerns for all activities and organizations under the United Nations umbrella. The report should aim at the establishment of a unified standard in terms of the level of security for each duty station, including access to the public and for New York it should spell out the**

[3] However, a proportionate share of these costs, amounting to $483,400, will be reimbursed to the United Nations by organizations not in the United Nations system.

implications for ongoing projects such as the capital master plan. It should elaborate on the role and responsibility of the United Nations vis-à-vis host countries in providing security to United Nations system premises and to field operations. It should also set forth definitive measures for cooperation between the Department of Peacekeeping Operations and the Office of the United Nations Security Coordinator in the area of field security (see paras. 29 and 30 above).

34. **The Advisory Committee also requests the Secretary-General, in his next report, to discuss the use of modern surveillance technology, including the impact of technological innovation on human resource requirements for security and their configuration, as well as physical fitness and skill requirements for security officers.**

35. **The report should be submitted early in the fifty-ninth session of the General Assembly, so as to give sufficient time for proper analysis and consideration by both the Advisory Committee and the General Assembly.**

IV. Conclusions of the Advisory Committee

36. Paragraph 103 of the Secretary-General's report outlines the action to be taken by the General Assembly. **Taking into account its comments, observations and recommendations in the paragraphs above, the Advisory Committee recommends that the General Assembly appropriate the amount of $40 million (gross) under the programme budget for the biennium 2004-2005 for the implementation of the measures proposed by the Secretary-General to strengthen the security and safety of United Nations operations, staff and premises on an interim basis.**

37. **Furthermore, it should be noted that for peacekeeping operations and the International Criminal Tribunal for Rwanda the Committee has recommended that, at this stage, expenses estimated at $4.9 million be accommodated within the existing budgets ($4.3 million for peacekeeping operations and $0.6 million for the Tribunal); such additional appropriations as may be necessary could be considered in the context of the relevant performance reports. It should also be noted that some $8.9 million of the provision for the Office of the United Nations Security Coordinator recommended by the Committee would be borne by the participating organizations under existing cost-sharing arrangements (see para. 31 above).**

38. **The Advisory Committee cautions that any additional appropriation that the General Assembly may wish to authorize in connection with the report of the Secretary-General (A/58/756) should be used strictly for the purposes for which the appropriation was authorized, that is, the security-related human resources and projects indicated in the Secretary-General's report.**

V. Recapitulation

39. **Compared with the request for $85,965,800 (including staff assessment) submitted by the Secretary-General, the total resources which would be**

available as a result of the Advisory Committee's recommendations would be as follows:

Additional gross appropriation under the proposed programme budget	$40.0 million
Additional amount to be cost-shared by the organizations participating in the Office of the United Nations Security Coordinator	$8.9 million
Additional amount for peacekeeping operations of which $4.3 million would not be appropriated at this stage but would be accommodated within existing budgets and reflected in the next performance report	$13.5 million
Additional amount for the International Criminal Tribunal for Rwanda which would not be appropriated at this stage but would be accommodated within the existing budget and reflected in the next performance report	$0.6 million
Total	**$63.0 million**[4]

[4] Reflects a reduction of $0.5 million for staff assessment.

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Financial reports and audited financial statements, and reports of the Board of Auditors

Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations

Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations

Report of the Board of Auditors

Report of the Advisory Committee on Administrative and Budgetary Questions

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* The issue of communication and information technology was dealt with comprehensively in the Committee's report of last year (A/57/772, paras. 100-106).

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I. Introduction

1. In section II below, the Advisory Committee on Administrative and Budgetary Questions comments on general issues arising solely from the report of the Board of Auditors on the accounts of the United Nations peacekeeping operations for the financial period ended 30 June 2003 (A/58/5, vol. II, chap. II).[1] In section III it addresses matters arising from the reports of the Secretary-General on peacekeeping operations, including, where relevant, reference to recommendations or observations of the Board of Auditors (see annex I for the list of documents considered by the Advisory Committee).

II. Report of the Board of Auditors

2. The Board of Auditors audited the accounts of peacekeeping operations for the financial period ended 30 June 2003 (see A/58/5, vol. II, chap. II). During its consideration of these matters, the Advisory Committee met with the members of the Audit Operations Committee of the Board of Auditors. The Committee also had before it a report of the Secretary-General on the implementation of the recommendations of the Board of Auditors concerning United Nations peacekeeping operations for the period ended 30 June 2003 (A/58/737).

3. The audit covers:

(a) Headquarters operations;

(b) Two field missions funded from the regular budget;

(c) Ten missions funded from special assessed contributions;

(d) The United Nations Logistics Base at Brindisi, Italy;

(e) Twenty completed missions;

(f) Four field missions that were not visited;

(g) The Peacekeeping Reserve Fund;

(h) The support account for peacekeeping operations.

The report also addresses the requests made by the Advisory Committee and the General Assembly as outlined in chapter II, paragraph 5, of document A/58/5, volume II, and the Board's main recommendations are summarized in chapter II, paragraph 12.

4. **The Advisory Committee commends the Board for the quality of its report.** In line with the request of the Committee, the Board's report includes the management audit of air operations, contingent-owned equipment, inventory management, procurement practices and training. In response to the Committee's previous request, the Board's report also reflects a change in the format of the Board's reporting on the implementation of its previous recommendations. In the past, the Board's report included an annex containing the Board's comments on the status of implementation of its previous recommendations. As suggested by the Advisory Committee, the latest report of the Board includes such comments in the main body of the report, with a summary table in annex II that is cross-referenced to the detailed text in the report.

5. The Board confirms that with respect to the recommendations it made in its report for the period ended 30 June 2001, there are no significant outstanding matters, except for those addressed in its report for the period ended 30 June 2003 (see A/58/5, vol. II, chap. II, para. 10).

6. The Advisory Committee was briefed on the Board's external auditing standards and guidelines and on the coordination it undertakes (mainly during planning) with other oversight bodies, including the Office of Internal Oversight Services, internal audit services of the United Nations funds and programmes and the Joint Inspection Unit, in order to avoid duplication of efforts. **The Committee welcomes the coordination and collaboration among the oversight bodies in the planning of audit activities, which has been an issue of long-standing interest to the General Assembly. The Committee trusts that such coordination and collaboration will continue to ensure optimal use of audit resources, thus ensuring better complementarity of effort and wider and deeper coverage of audit areas.**

7. In paragraph 6 of its report, the Board indicated the approach adopted to address a request made by the General Assembly. In its resolution 57/318 of 18 June 2003, the General Assembly requested the Board to review and report on the implementation of the recommendations of the Special Committee on Peacekeeping Operations and the Panel on United Nations Peace Operations and to gauge the effects of management reform measures. As the Assembly had requested a similar review by the Office of Internal Oversight Services in 2002, and since that Office had already started its review, the Board decided to postpone action on the request of the General Assembly until the Office had completed its report and the Board had had an opportunity to assess what additional evaluation it could provide (ibid., para. 6).

8. **In view of the wide scope of the Board's mandate under article VII of the Financial Regulations and Rules of the United Nations, and in particular regulation 7.5, with regard to the administration and management of the Organization, the Advisory Committee reiterates its view that, in future audit reports, the Board may wish to continue to place increased emphasis on management audit to determine whether the resources of the audited administrations are being used efficiently and effectively.**

9. **While the Advisory Committee has noted increasing compliance with the recommendations of the Board, the Board may wish to continue to monitor the quality of implementation, on the understanding that management would be required to fix responsibility for repeated non-compliance with those recommendations of the Board endorsed by the General Assembly.**

Financial issues

10. For the period ended 30 June 2003, the report of the Board of Auditors covers key financial issues of the United Nations peacekeeping operations (ibid., paras. 14-66). The financial position of the peacekeeping operations has remained fairly stable since the previous financial period (ibid., para. 15). Ratios of key financial indicators are shown in table II.1 of the Board's report. The Board notes that the ageing of unpaid assessments, with varying uncertainty of recoverability, has an impact on the Organization's ability to meet its financial obligations, especially since the General Assembly did not make provisions for the possible

non-collection of assessed dues from Member States (ibid., para. 17). The outstanding amounts in respect of active missions and the financial position of completed missions are shown in table II.2 and table II.3 of the Board's report.

Allotment procedures

11. The Board reviewed the implementation of a new policy of the administration on allotments for peacekeeping operations. The Chief Administrative Officer of a mission would have authority to redeploy funds among classes or groups within a category of expenditure to utilize available funding more effectively. This increased flexibility would presumably allow missions the means to better prioritize resources. A funds monitoring tool was developed and launched during the financial year to assist peacekeeping missions with the implementation of the new policy on allotments; however, the Board was unable to evaluate the implementation of the funds monitoring tool and the impact of the new allotment procedures, as management reports were not available in this regard. **The Advisory Committee shares the concern of the Board that the redeployment of funds was not continuously monitored and recorded throughout the period under review, contrary to the goal of the new allotment procedures (ibid., paras. 28-36).** The administration informed the Committee that additional training workshops for cost-centre managers were planned for spring 2004 on the use of the funds monitoring tool, and enhancements of the tool would be rolled out to the missions in spring 2005. **The Committee trusts that the effective utilization of the funds monitoring tool would assist the peacekeeping missions to implement effectively the new policy on allotments.**

III. Reports of the Secretary-General on the financing of peacekeeping operations

12. A summary of the total proposed resources for peacekeeping operations for 2004/05 as compared with the total approved budget for 2003/04 and expenditure for 2002/03 is given in the Secretary-General's overview report (see A/58/705, table 7). Inclusive of the cost estimates for the United Nations Logistics Base at Brindisi, Italy, and the support account for peacekeeping operations, the total proposed budget for 2004/05 amounts to $2.7 billion (including projected requirements for the United Nations Mission in Liberia (UNMIL) pending the finalization of the budget). The total budget approved for 2003/04 amounts to $2.8 billion, and expenditures for 2002/03 to $2.3 billion. The Advisory Committee was informed that there was a distinct possibility that a number of new missions would be established during the period (e.g., in Burundi, the Sudan and Haiti) and that the mission in Côte d'Ivoire would be expanded.

13. During its examination of the reports of the Secretary-General, the Advisory Committee continued to focus on issues relating to budget preparation, as well as monitoring and control of budget implementation, keeping in mind its previous recommendations as approved by the General Assembly. The Committee also gave attention to the adequacy of explanations on budget performance changes and proposed budget estimates. The comments of the Committee on general issues applicable to most peacekeeping operations can be found, where relevant, in the discussion on individual objects of expenditure and management issues in the

paragraphs below. As indicated in paragraph 1 above, the Committee has also taken into account the Board's findings and recommendations on these matters.

A. Results-based budgeting

14. For the period 2002/03, the financial systems in use did not have the capabilities to directly align the financial resources with results-based budgeting. The budgets for the period were reviewed and approved independently from the results-based budgeting frameworks, and there was therefore no direct link between the expenditure and the indicators of achievement in the results-based budgeting frameworks in the 2002/03 budgets. At that time, the Advisory Committee had been informed that the costing and recording of expenditure by results would require an Organization-wide overhaul or replacement of systems, in particular the Integrated Management Information System (IMIS). As indicated in the overview report on the financing of peacekeeping operations (see A/58/705, para. 5), the performance reports for 2002/03 were therefore prepared in a transitional format, showing the actual indicators of achievement and actual outputs for which information was available.

15. The budgets for 2003/04 were prepared utilizing the concept of results-based budgeting in peacekeeping operations for the first time. The Advisory Committee commented extensively on the matter (see A/57/772, paras. 37-52). The Committee was briefed on key improvements in the process of results-based budgeting and in the presentation of the budget using results-based budgeting techniques. In the budget proposals for 2004/05, an attempt has been made to follow the observations of the Committee. As indicated in the same report, the budget proposals for 2004/05 contain more measurable indicators of achievement than those for the previous period. In most missions, outputs are quantifiable and/or measurable in the context of the results-based budgeting frameworks and, despite the continuing problems referred to in paragraph 16 below, attempts have been made to link resources to outputs and indicators of achievement. Missions have defined their components in line with mandates and mission plans. The human resources for each mission have been attributed to the individual components, with the exception of the mission's executive direction and management, which have been attributed to the mission as a whole, and efforts have been made to link financial resources for operational costs for each mission to measurable outputs in the support component framework. **The Committee welcomes the refinements made in the presentation of the budget using results-based budgeting techniques, while emphasizing that further improvements are necessary, as indicated below.**

16. **In the first place, it is apparent that little progress has been made in enhancing the capability of existing financial systems to support results-based budgeting, and the situation has not changed much from that described in paragraph 14 above. The Advisory Committee notes with concern that, as at the end of March 2004, with the existing financial systems, operational resources and costs could not be attributed, monitored and recorded automatically for the results-based budgeting framework of each mission, and additional systems will need to be installed.** Specifically:

(a) The financial systems do not have any built-in features to help in calculating, for the budget formulation, the shares of planned operational resources

for each results-based budgeting framework, and each mission will have to face additional workload to define a long series of cost drivers and to calculate, through spreadsheets, how each operational resources code is split up among the frameworks;

(b) Even if the mission (manually) determines the shares of planned operational resources for each results-based budgeting framework for the budget, it cannot automatically reconcile this with actual usage, as information on the latter is maintained outside the financial systems;

(c) Human resources for peacekeeping missions are not differentiated in IMIS by results-based budgeting framework, and related costs, including common staff costs, cannot be tracked by component;

(d) The account structure hierarchy in IMIS is based on inputs and functional cost centres, and the system would need to be overhauled to change to a hierarchy based on results-based budgeting frameworks and programme managers. IMIS allotments would need to be segregated accordingly. No reallocation of operational resources between results-based budgeting frameworks can be done automatically, and any such reallocation would generate additional requests to Headquarters for an IMIS allotment revision. As peacekeeping missions maintain another financial system, called Sun, in the field, any of the overhaul tasks indicated above would subsequently apply to it as well.

17. **Since it first started its consideration of the development of results-based budgeting in the United Nations, the Advisory Committee has stressed the absolute necessity of developing financial systems to link to a comprehensive programme information system to ensure that requests for resources can be directly attributed to outputs and accomplishments and to facilitate performance measurement and reporting. Such a linkage is an essential element of the results-based budgeting concept (see A/57/772, para. 52, and A/58/7,[2] para. 10). In paragraph 13 of its first report on the proposed programme budget for 2004-2005,[3] the Advisory Committee referred to the plans of the Secretariat to enhance financial systems for the next biennium in respect of the regular budget. The Advisory Committee stresses the crucial importance of achieving similar progress in the next presentation of peacekeeping budget proposals.**

18. **The Advisory Committee points out that, although attempts were made to distribute human resources among various components in order to reflect the linkage and distribution of workload among those components, to some extent this was done arbitrarily (for example, in the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC)). With regard to objective-setting, the Committee points out that, within the mandate of assisting the Security Council to achieve its overall objective of maintaining international peace and security, there is a need for the missions to state more clearly mission-specific objectives in the budget documents.**

19. **Furthermore, it is not sufficient to indicate that the expected accomplishments would lead to the fulfilment of the Security Council objective within the time frame of the mission. In some missions (e.g., the United Nations Interim Administration Mission in Kosovo (UNMIK) and the United Nations Mission in Ethiopia and Eritrea (UNMEE)), indicators of achievement and**

outputs are mentioned with reference to past actions, without a clearly defined time frame. In order to avoid confusion, the Advisory Committee requests the Secretariat to refrain from using the past tense to describe activities that are to be undertaken in the future or that are not yet completed. In a number of missions, the indicators of achievement and outputs in the budget documents are not precisely stated; as a result, progress in implementation of mission activities cannot be objectively assessed. The Committee stresses the importance of drafting the expected accomplishments, indicators of achievement and planned outputs under each component in a clear manner, identifying time frames, in order to facilitate their monitoring and reporting. This would allow objective measurement of progress in the implementation of expected accomplishments and the mission's objective. The Advisory Committee also notes that the results-based budgeting framework for the United Nations Disengagement Observer Force (UNDOF) and the United Nations Interim Force in Lebanon (UNIFIL) does not contain a substantive civilian component in the performance report or the proposed programme budget for the mission.

20. The Advisory Committee notes that for the budget period 2004/05, more mission managers were involved in the results-based budgeting effort than in the previous period. Regional workshops were conducted in July 2003 with the participation of senior mission staff. **The Committee welcomes these developments and stresses the need for the continued involvement and participation of top management of the missions in the budget process.** The Committee was informed that the Secretariat was developing an electronic tool to automate data collection plans and enable a "portfolio of evidence" to be established in line with the recommendation of the Board of Auditors (see A/58/5, vol. II, chap. II, para. 110). This electronic tool would be launched in the first half of 2005 so that managers would be assisted in their monitoring of results-based budgeting frameworks during the 2004/05 financial period.

21. The Board of Auditors has commented on mechanisms for accountability that would include the alignment of performance appraisal of mission personnel with the results-based budgeting frameworks in all missions, as well as at Headquarters. The Board recommends that this be filtered down to all staff through their job descriptions and performance agreements to ensure awareness of the responsibility and accountability of all staff in respect of achieving the accomplishments set out in the results-based framework. The Advisory Committee notes that the Secretariat has agreed with this objective and that it will be developing and promulgating guidelines in this regard. It is expected that the implementation of the exercise will be completed during the 2005/06 performance cycle (see A/58/5, vol. II, chap. II, paras. 103-106). **The Committee intends to monitor this matter.**

22. The Advisory Committee points out that in most reports the summary of follow-up actions to implement requests and recommendations of the oversight bodies and the Advisory Committee is incomplete, and a discussion on the impact of the recommendations in both the short and the long term has been omitted. For example, in paragraph 29 of its previous report on the United Nations Mission in Sierra Leone (UNAMSIL) (A/57/772/Add.3), the Committee pointed out that in several instances property and inventory management required significant improvement, but the budget document (A/58/661) contains no information on what has been done to improve property and inventory management in that Mission. The

Advisory Committee was informed that the existing management inventory system (field assets control system) was not reliable. The Committee trusts that now that a new assets management system (Galileo) is in place, UNAMSIL and other missions will improve their inventory control practices. **The Committee requests that in future the follow-up to recommendations of the oversight bodies and the Committee be stated comprehensively, addressing issues of both the short- and long-term impact of the recommendations.**

23. The Advisory Committee sought clarification on the role of the Peacekeeping Best Practices Unit of the Department of Peacekeeping Operations and was informed that the Unit is developing mechanisms to make lessons learned part of the mission planning process. To promote sharing of knowledge between the Department of Peacekeeping Operations and the field missions, and to ensure that lessons learned are taken into account in the implementation of mission mandates, a network of best practices focal points is being developed. One fully dedicated focal point was placed in MONUC, as a pilot case, and there are part-time focal points in UNMEE, the United Nations Mission for the Referendum in Western Sahara (MINURSO) and the United Nations Assistance Mission in Afghanistan (UNAMA). A study conducted on the United Nations Mission in Côte d'Ivoire (MINUCI) resulted in changes in procedures relating to pre-mandate commitment authority. In addition, the Unit's studies on the evacuation of the United Nations Iraq-Kuwait Observation Mission (UNIKOM) and the Baghdad crisis response provide guidelines to help bridge gaps in current procedures.

B. Military and police personnel

24. Upon enquiry, the Advisory Committee was informed that, in accordance with established United Nations policy, troops and formed units are provided with rotations every six months. However, on the basis of national policy, some troops and formed units rotate in a cycle other than the biannual cycle. The costs of rotations that exceed the biannual rotations provided by the United Nations are borne by the troop-contributing country concerned. In some cases, such as that of MONUC, a large proportion of the contingents rotate after periods longer than six months, leading to savings for the United Nations. **The Committee requests the Secretariat to look into the feasibility of extending the time between rotations, whenever possible.**

Management of contingent-owned equipment arrangements

25. The Board of Auditors noted improvements in the processing of claims relating to contingent-owned equipment following the successful negotiation of memorandums of understanding with troop contributors participating in peacekeeping operations and the streamlining of the verification process. The Board noted that effective monitoring of the submission process of verification reports and the automation of the verification reporting process from the missions contributed to these reports being received in a timely manner. The Board indicated that pre-deployment visits were conducted for only 4 of 10 units deployed during the period under review and that the benchmarking of personnel resources needed to efficiently manage the work relating to the contingent-owned equipment system was in progress at the time of the audit (see A/58/5, vol. II, chap. II, paras. 202-216). In this connection, however, the Advisory Committee notes that in some cases

pre-deployment visits were not necessary, as the troop contributor concerned was not a new participant, so previous visits had been made and the troop contributor was thoroughly familiar with requirements in the field. **The Committee requests the Board to keep these issues under review.**

26. The Advisory Committee was provided with mission-specific information on amounts owed to Member States as at 29 February 2004 for troop and contingent-owned equipment costs (see annex II).

27. The Advisory Committee recalls that for the 2001/02 period underexpenditure arose under facilities and infrastructure in UNAMSIL because a number of troop-contributing countries utilized tents instead of hard-wall accommodation (see A/57/772/Add.3, para. 33). As the United Nations pays dual tentage and accommodation rates whenever a contingent remains in tents after the first six months of its deployment, and all units that had been deployed to UNAMSIL had been in the Mission for more than six months, the units in question received the dual payment. The Committee recalls that had the troops been offered United Nations accommodation, no payment would have been due; the United Nations would, however, have incurred costs greater than what was actually spent. **The Committee questioned the matter and remains concerned about the living accommodation of the troops. In view of the planned downsizing and eventual liquidation of UNAMSIL, the issue of constructing hard-wall accommodation may no longer be relevant to that Mission; however, lessons learned on the matter should be applied in the future to other missions. The Committee understands that in some missions, such as MONUC, owing to the operational environment, it is impractical to provide all contingents with hard-wall accommodation at all times. In this connection, the Committee points out that financial considerations should not be the predominant factor in such decisions. Troops should be provided with hard-wall accommodation, except when requirements for mobility of units and the operational environment genuinely dictate otherwise.**

C. Civilian personnel

28. Table 10 of document A/58/705 shows that a total of 10,652 posts are proposed for international and national staff in peacekeeping missions for the 2004/05 period, as compared with 12,043 approved for 2003/04. Upon request, the Advisory Committee was provided with an updated table of the post estimates in peacekeeping missions, showing the number of posts proposed for international and national staff and United Nations Volunteers (see annex III). **The Committee notes that the number of civilian staff requested to support peacekeeping will, in all likelihood, increase during the budget period as a result of the establishment of new missions.**

29. The Advisory Committee notes that progress has been made in lowering vacancy rates in some missions (e.g., UNMEE and UNMIK); however, in several missions vacancy rates for international personnel continue to be high, and timely recruitment of staff continues to be an area of concern (see A/58/705, table 5).

30. An audit by the Office of Internal Oversight Services of the policies and procedures for recruiting staff for the Department of Peacekeeping Operations, prepared pursuant to General Assembly resolution 57/287 A of 20 December 2002,

focused on appointments of staff in the Professional category and above during 2002 (see A/58/704). The Office of Internal Oversight Services found that the average time frame for recruiting such staff was 347 days. This was significantly higher than the goal of 120 days envisaged in the report of the Secretary-General on human resources management reform (A/55/253 and Corr.1). Upon request, the Advisory Committee was provided with an update of measures taken to reduce vacancy rates and time of recruitment in peacekeeping operations. **The Committee emphasizes that the issue of timely recruitment of staff for the Department of Peacekeeping Operations is critical, and all efforts should be made to reach the stated recruitment goals. The Committee will revert to this subject when it takes up human resources reform.**

31. The Advisory Committee observes that for the 2002/03 period, as for 2001/02, underexpenditure in the civilian personnel component of some missions resulted from recruitment of international staff at grades lower than those approved in the authorized staffing table of the missions (e.g., UNAMSIL, UNMEE, UNMIK, MINURSO) (see A/58/705, table 4). The Committee understands that this situation has persisted for 8 to 10 years in some missions. Although it is understandable during start-up, it should not persist in stable missions.

32. In some cases, staffing at lower-than-approved grades happens at the senior level. For example, in MINURSO, the post of Assistant Secretary-General is being encumbered at the D-1 level by the Adviser to the Special Representative of the Secretary-General. In its report for the period ended 30 June 2003, the Board reviews again the issue of appointments of staff at lower levels to perform the functions of a post initially advertised at a higher level. **The Advisory Committee joins the Board in its recommendation that the administration evaluate the level of the incumbents appointed to the budgeted posts at missions to ensure that staff members occupy posts at the appropriate level or that the level of the posts be re-evaluated, and that appropriate steps be taken to rectify the inconsistencies (see A/58/5, vol. II, chap. II, para. 243). The Committee reiterates its view that when posts are consistently filled at lower levels and staff members recruited at lower levels perform to the satisfaction of the mission officials, the level of the higher graded posts should be reviewed and reclassified accordingly (see A/57/772, para. 81).**

33. The Advisory Committee understands that the Department of Peacekeeping Operations has continued to conduct managerial, staffing and operational reviews of mission activities in the field. The Committee welcomes these reviews but points out that the results and findings of these reviews have not been clearly reflected in the budget proposals. For example, a managerial review of staffing and organizational structure has been under way in the United Nations Observer Mission in Georgia (UNOMIG) since April 2003, but the results have not been reflected in the budget for the 2004/05 period. **The Committee finds this regrettable. The Committee is concerned that after a protracted period of delay, the findings of a review may become irrelevant, as the mission in question would be facing new challenges. The Committee recommends that the Board of Auditors follow up on the issue of periodic and timely management reviews.**

34. Under the support component of the proposed budgets, the Advisory Committee noted proposals for restructuring the supervision of the technical support areas of peacekeeping missions (i.e., communications and information technology,

engineering, air operations and transport) for the purpose of reclassifying posts (e.g., in UNOMIG). **The Committee believes that there is a need to establish a common approach for the supervision of these technical functions in peacekeeping missions. It does not accept proposals for restructuring whose main purpose is to justify the reclassification of posts.**

35. The Advisory Committee exchanged views with the representatives of the Secretary-General on the proposed conversion of staff in peacekeeping missions from the 300 series of the Staff Rules to the 100 series. The Advisory Committee recalls that 300-series appointments in peacekeeping operations were launched in 1994, as a pilot project, to provide a temporary surge capacity to supplement mission staff at peak periods of peacekeeping activity. The Committee was informed that about 1,600 Professional and 5,000 national staff members would be converted from the 300 to the 100 series of the Staff Rules during the period 2004/05. An amount of $10,633,500 has been included in the budgets of three missions (UNMIK, UNAMSIL and UNMEE) for the conversion of 358 international staff, based on standard salary costs. Although there are staff members in other missions that would be eligible for conversion during the budget period, additional budgetary provisions were not made in those missions, as the numbers of such staff were not clearly identifiable at the time of the preparation of the budgets. **The Committee has serious doubts about the accuracy of the figures provided. It requests detailed and well-justified information in the next submission on this matter.**

36. In view of its temporary nature, the 300-series appointment was limited to mission appointees for a maximum period of up to four years, and the compensation package was supposed to be simple to administer (see A/49/30, paras. 349-367).[4] The Advisory Committee was informed that the current practice of the Department of Peacekeeping Operations is to offer mission staff under the 300 series conversion to the 100 series after completion of four years of service in a peacekeeping mission (see General Assembly resolution 52/216 of 22 December 1997, section III.C).

37. In the view of the Department of Peacekeeping Operations, the situation has resulted in a lack of career opportunities for staff holding appointments of limited duration and has affected the Organization's ability to attract the most highly qualified candidates. **However, the Advisory Committee points out that it was never intended to create long-term career opportunities for staff recruited under the 300 series. Furthermore, the compensation package was intended to be attractive to staff recruited for short-term service.**

38. **The Advisory Committee is of the opinion that such a wholesale conversion of staff would raise a number of policy issues, including, for example, the net impact on the equitable geographical distribution of staff after absorption of these personnel, the potential impact on the long-term contractual obligations of the Organization (including the possible creation of a special subseries of the 100 series) and the cost implications, including those related to differences in the benefits package and the need for additional staff in the Department of Peacekeeping Operations to administer the transfer.[5] Moreover, in the opinion of the Committee, the discontinuation of the current practice of employing mission staff under the 300 series represents, de facto, a change in the scope of application of the 300 series, whether or not the actual text of rule 301.1 should need to be amended. In this connection, the Committee points out that, notwithstanding the prerogative of the Secretary-General to**

effect changes in the Staff Rules, the General Assembly exercises legislative oversight over all personnel matters, including the Staff Rules (see General Assembly resolution 37/235 C of 21 December 1982 and Advisory Committee report A/37/675). In keeping with the spirit of article XII of the Staff Regulations, such a basic change in the application of the 300 series should be reported to the Fifth Committee for its possible comment or further direction before the change is finalized.

39. **The Advisory Committee is therefore of the view that, in the light of the policy issues to be addressed, the proposal for the conversion of peacekeeping mission staff from the 300 series to the 100 series should be presented in a comprehensive manner by the Secretary-General in the context of his report on human resources management policies to be submitted to the General Assembly at its fifty-ninth session. The Committee recommends that action by the Secretariat on conversion from the 300 to the 100 series be deferred pending consideration by the General Assembly as outlined above.**

40. The Advisory Committee has informed the Secretariat of the foregoing and has received assurances from the Secretariat that all action with regard to the conversion of staff from the 300 series will be suspended pending discussion of this issue in the General Assembly.

41. In this connection, the Advisory Committee was informed that some 2,600 local and international staff members will have completed three years and 1,150 will have completed four years by the end of 2004. **The General Assembly may wish to give policy guidance on whether or not to suspend conversion of staff who reach the four-year ceiling between March and December 2004 pending such discussions as it may wish to have on this issue (see para. 39 above).**

42. The Advisory Committee notes that some peacekeeping missions include provisions for national language (interpreters) and administrative and clerical personnel to support civilian police. The Committee requested clarification on arrangements for support to civilian police personnel in terms of secretarial/clerical support and interpreters and information on the ratios used to determine the needs for civilian police support. The Committee was informed that the Department of Peacekeeping Operations does not apply a ratio for determining administrative support to any mission component. Secretarial/clerical support is provided to the Chief Police Commissioner and his/her Deputy, but not to subordinate staff. Nevertheless, in practice, peacekeeping missions try to accommodate the needs of their civilian police component, to the extent possible and where operationally required, by providing interpreters/drivers. **The Committee believes that there is a need to establish standards in this regard.**

43. Some missions propose to regularize under the support component individual contracts on special service agreements. These contracts would be converted into fixed-term contracts under the 100 series for national staff in areas such as engineering, communications, information technology, general service, transport, finance and personnel. The proposed conversion of contracts is explained on the basis of the continuous nature of these functions (see A/58/640, para. 12). The Advisory Committee requested clarification on why functions proposed for conversion to national General Service posts could not remain, as previously, outsourced.

44. With regard to the definition of continuing functions in peacekeeping missions, the Advisory Committee was informed upon enquiry that in the view of the Department of Peacekeeping Operations continuing functions are those that are necessary for the day-to-day running of peacekeeping operations. The applicable posts are included in the organizational charts of the missions and disclosed in the budget proposals. Even though peacekeeping is expected to be temporary in nature, many established missions have been in existence for over 10 years. It has become apparent over the years that there is a continuing operational need for additional personnel to perform some of these functions. Since there were no posts available and/or approved upon request and other types of contracts were time-limited, these requirements were met through the hiring of individuals on procurement contracts without any benefits, such as annual and sick leave, medical insurance coverage and pension fund participation. In the opinion of the Department of Peacekeeping Operations, this is an inappropriate mechanism for employing personnel over long periods of time. Now that attention has been drawn to this practice, the Department has initiated corrective action by conducting a functional review for these missions, and the 2004/05 budget proposals for some missions provide for additional posts to cover the contractual staff.

45. **The Advisory Committee is of the opinion that, in a number of instances, the services could be outsourced instead of employing individuals as staff members or issuing them special service contracts. In this connection, there should be recognition of the difference between manual-type labour and the provision of specialized or professional services, and of the fact that special service agreements were designed for the latter.**

46. **The Advisory Committee notes that, in a number of cases, outsourced services and related human resources are supplied by commercial enterprises; it would be the responsibility of those enterprises to provide social benefits to their staff consistent with local legislation and practice. Where commercial establishments are not involved, the mission could consider entering into contractual arrangements with one, on the understanding that it would employ staff currently employed under special service agreements. The Committee underlines the necessity for the Secretariat to develop a coherent, comprehensive and cost-effective policy on outsourcing for peacekeeping missions in implementation of General Assembly resolution 55/232 of 23 December 2000 (see also paras. 92-93 below). In the meantime, it will make recommendations on a case-by-case basis, bearing in mind the considerations referred to above.**

47. The Advisory Committee notes that neither the organizational charts of the peacekeeping missions annexed to the budget documents nor the main text of the budget proposals provide any information on the existing staff resources. **The Committee requests that in the future the existing staff resources and the proposed additional posts be shown in the organizational charts of the missions for each organizational unit.**

United Nations Volunteers

48. The Advisory Committee recalls its comments and observations in its report on the subject of United Nations Volunteers in peacekeeping operations (see A/55/874, paras. 41-45). **In the view of the Committee, the Secretariat should continue to**

make efforts to obtain the services of volunteers for peacekeeping activities to supplement the use of international staff, making greater use of them in substantive and technical areas, such as electoral activities, human rights, communications, public information and language services.

D. Operational costs

Assets management

49. The Board of Auditors has noted delays in the write-off and disposal process and the steady accumulation of ageing equipment in many missions over the past few years. In 2002/03, progress was made in the write-off and disposal of obsolete assets, but the majority of items written off by 30 June 2003 had already been pending write-off as at 30 June 2002. **The Advisory Committee shares the views of the Board on property write-off and emphasizes the need for the Secretariat to implement its policies on asset management, keeping in mind the financial interests of the Organization, as well as the need to identify and remedy the factors causing delays in the write-off and disposal process (see A/58/5, vol. II, chap. II, paras. 49-53). The Committee trusts that the Department of Peacekeeping Operations will ensure that all missions implement an assets replacement programme in a cost-effective manner and in strict compliance with the guidelines on life expectancy of assets. The Committee requests the Board of Auditors to keep the issue under review.**

50. **The Advisory Committee is concerned about the transfer to the United Nations Logistics Base at Brindisi, Italy, of vehicles that may no longer be operational or useful in other missions and the possibility that excessive maintenance costs may be incurred in respect of those vehicles.** For example, in UNOMIG, it is proposed to replace the fleet of armoured vehicles, which have had chronic service problems, with more reliable ballistic vehicles and ship the non-operational vehicles to the Logistics Base. **The Committee also draws the attention of the Secretariat to the need to analyse whether it is cost-effective to transfer vehicles with high mileage to other missions, taking into account the cost of freight.** For example, vehicles that had been driven over 100,000 miles were transferred from the United Nations Mission in Bosnia and Herzegovina (UNMIBH) to MINURSO and UNMEE.

51. The management of inventory is still a serious problem in some missions. The Advisory Committee notes that in the current period some progress has been made in the management of peacekeeping inventories. Revised guidelines on the compilation of year-end inventory reports have been issued; asset management policies and procedures have been established; and the training of property control officers and secretaries of local property survey boards has been effected (see A/58/705, para. 29).

52. The Advisory Committee notes that the inventory control of field missions and of the strategic deployment stocks is, however, expected to improve with the development and implementation of the Galileo system, which replaced the field assets control system (ibid., para. 30). The Galileo system is designed to provide information for the management of all peacekeeping engineering assets from a single database. The system would be implemented in all peacekeeping missions by the end of June 2004. In addition, the Department of Peacekeeping Operations has

developed and issued a revised Liquidation Manual, which incorporates the guidelines on disposal methods in conformity with the revised Financial Regulation and Rules of the United Nations (see A/58/5, vol. II, chap. II., para. 54). **The Committee intends to review the progress made in inventory management in the context of its review of the performance reports of the missions for the period 2003/04.**

53. On the management of ground transportation and spare parts, the Advisory Committee was provided with information on efficiencies gained in the management of the current spare-parts inventory. The Department of Peacekeeping Operations is planning to introduce a fleet management system (Saturn) that would provide full capability to analyse the consumption of and the procurement lead time for the entire range of spare parts. This would require the fleet management system to be closely linked to the procurement system (see A/58/705, para. 31).

54. **The Advisory Committee commends the missions for introducing improvements in ground transportation management, inciuding initiatives such as the vehicle CarLog system, safe driving courses, vehicle winterization programmes, the suspension of licences for drunk driving, the application of maintenance schedules and strict enforcement of administrative instructions. The Committee trusts that these measures will be introduced in all missions and that they will result in a reduction of vehicle accidents. In this connection, the Committee notes that in some, but not all, missions the accident rate has gone down. The Committee is of the view that losses to the United Nations due to gross negligence directly attributable to mission staff should result in the staff involved being held accountable and in appropriate penalties being imposed.**

Air transportation

55. In its general report on peacekeeping operations of 4 April 2003, the Advisory Committee recommended that the Board of Auditors expand its audit of air operations to ascertain whether an effective and adequate capacity was in place in peacekeeping operations to plan, manage and monitor the configuration and utilization of air assets (see A/57/722, paras. 108-109). The Committee also requested the Secretariat to examine and clarify the various methods for costing block hours, together with the relative merits of commercial hiring versus letter-of-assist arrangements. The Committee had noted extensive variances in the missions between planned flight hours and the hours actually flown.

56. The Board of Auditors has coordinated its work on a comprehensive review of air operations with the Office of Internal Oversight Services. The Internal Audit Division of the Office of Internal Oversight Services has focused on air safety, while the Board has focused on air assets. The Board noted a substantial reduction in air operations expenditure. As at 30 June 2003, there was an underexpenditure of $59.1 million (22 per cent) of the appropriated funds of $270.2 million for air operations. The Board noted that the underexpenditure was due mainly to improvements that were made in the 2002/03 period in managing air operations. For example, the average cost per flight hour was reduced from $2,754 in 2001/02 to $2,139 in 2002/03, or 22 per cent (see A/58/5, vol. II, chap. II, para. 119). **In this connection, the Advisory Committee points out that, although in some cases averaging of the cost of flight hours irrespective of the type of aircraft might give a general**

picture of savings or overruns, in other cases it may be misleading. The Committee requests the Department of Peacekeeping Operations to refine the methodology so that a more realistic result is achieved.

57. For the period 2002/03, the actual number of flight hours (45,501) was lower than the number of budgeted hours (89,684) by 44,183 hours (49 per cent). The Advisory Committee believes that this may have been due to overbudgeting of mission requirements rather than a rationalization of scheduled flights. **The Committee endorses the Board's recommendation that the Department of Peacekeeping Operations continue its efforts to better formulate the air operations budget to make it more reflective of actual operations and continue its initiatives to renegotiate air operations contracts with a view to paying only for flight hours utilized (ibid., paras. 120-121).**

58. **The Advisory Committee welcomes the introduction of a new cost structure for aircraft contracts. In response to the Committee's request, the specification of block hours and extra hours has been removed from most future contracts.** The new cost structure is calculated on a base cost (the contractor's cost for providing aircraft and crews) and cost for flying hours; however, certain contracts may still have to be entered into on the basis of block hours in conformity with the commercial industry's approach (ibid., para. 120). Paragraphs 122, 128, 133, 135 and 136 of the Board's report include information on actions taken by the Department of Peacekeeping Operations to improve the management of air operations. **The Committee requests that the Board continue to monitor the progress made by the Department in the management of air operations.**

59. In paragraphs 145 to 148 of its report, the Board comments on the use of an executive jet in one mission (UNMEE) and recommends in this regard that the mission review the need and the cost-effectiveness of utilizing an executive jet as compared with a propeller aircraft and charter flights. The Advisory Committee has provided additional details on the UNMEE aircraft in its report on the UNMEE budget (A/58/759/Add.8). The Committee recalls that executive jets have been approved for other missions (e.g., UNAMSIL, MONUC and the United Nations Assistance Mission in Afghanistan (UNAMA)). Currently, there are a total of four executive jets deployed in missions (one in UNMEE, two in MONUC and one in UNAMA). **The Committee reiterates its request that all missions using executive jets continue to keep under review the need and cost-effectiveness of using such aircraft. This review should be undertaken in the context of the monitoring by the missions of the configuration of their air assets in the light of changing operational needs and the mission environment, and the use of the executive jet should be fully justified. The Committee recommends that the Board continue to monitor this matter.**

60. Regarding air operations regulations, upon request, the Advisory Committee was briefed on the changes in the policy for transporting passengers and cargo. The policy on passengers and cargo aircraft is distinct from the policy on the 30-person limit established by the Office of the United Nations Security Coordinator, which is discussed below. The policy establishes that the practice of carrying United Nations personnel as passengers aboard aircraft type-certified for cargo only is a violation of safety-critical international civil aviation requirements. Missions have been requested to take action in consultation with the Department of Peacekeeping

Operations to modify their air fleets in a manner consistent with International Civil Aviation Organization regulations.

61. The impacts of the passenger/cargo aircraft policy outlined above on the missions' air fleets are as follows:

(a) MINURSO, UNMEE and UNOMIG: the replacement of one AN-26 fixed-wing cargo aircraft with one AN-24 fixed-wing passenger aircraft at minimal cost impact for each of the missions;

(b) MONUC: no changes to its fleet are necessary, as the policy is being implemented by rearranging the tasking of the existing fleet;

(c) UNAMSIL: four additional medium rotary-wing aircraft, with an option for up to four additional medium rotary-wing aircraft (MI-8 MTV) to replace passenger capability currently provided by the MI-26 heavy cargo rotary-wing aircraft. This change has cost implications.

For the other active missions, there is no impact resulting from this policy change. The policy has no effect on chartering aircraft for contingent emplacement, rotations and repatriations.

62. On 30 January 2004, in the context of the malicious acts insurance policy for 2004, the Office of the United Nations Security Coordinator informed all designated officials that no more than 30 United Nations system staff may fly on any one aircraft. The instruction applies to all civilian employees hired by the Department of Peacekeeping Operations. Categories of civilian personnel governed by the 30-person limit include United Nations international staff (including staff of United Nations agencies, funds and programmes), United Nations local staff, United Nations contractors, external auditors from Member States undertaking audits of the United Nations system, experts, local and international consultants in receipt of mission subsistence allowance or daily subsistence allowance and other official visitors working for the United Nations system. The restriction also applies with regard to commercial flights that operate in and out of a mission area and includes staff members on leave or official travel. However, the limit does not apply to military personnel and civilian police, with the exception of those military and civilian police personnel employed by the United Nations under contract. Therefore, it would not apply to United Nations-chartered flights that operate within theatre for the movement of military and civilian police personnel and flights chartered for rotation purposes to and from theatre and troop-contributing countries. The restriction that no more than 30 United Nations system passengers may fly on one aircraft is in effect worldwide, including within countries and mission areas.

63. The Advisory Committee requested detailed information on the air fleet by mission, including the number, type and model of aircraft under letter-of-assist arrangements and commercial lease. The detailed information on aircraft deployed in peacekeeping missions as at 29 February 2004 is provided in annex IV to the present report.

Procurement and contract management

64. The Board of Auditors has reiterated its previous recommendation on the need to promulgate and implement a code of ethics and institute the signing of declarations of independence by procurement personnel. **The Advisory Committee**

stresses that there is also a need to avoid conflicts of interest in the procurement cycle by maintaining separation of duties for all staff involved in procurement actions. The Committee agrees that the matter has been pending for too long and should be expedited and finalized by the Administration (see A/58/5, vol. II, chap. II, paras. 158-161).

65. **Moreover, the Advisory Committee is concerned that, as pointed out by the Board, at a number of missions (UNAMSIL, the United Nations Mission of Support in East Timor (UNMISET), UNDOF and MONUC) the staff associated with the procurement process were not aware of the procurement guidelines.** The Board also found that there appeared to be a lack of qualified procurement professionals at missions and that this gap could have a negative effect on the economy, quality and timeliness of procurement actions and the fairness, integrity and transparency of the procurement process. At the time of the audit, in several missions (e.g., UNAMSIL, UNMISET, UNOMIG and MONUC) procurement training plans had not been developed and sufficient training had not been provided to other than chief procurement officers (ibid., paras. 158-163, and 168). The Committee has commented on many occasions on the deficiencies in field procurement (see, for example, A/57/772, para. 120, A/56/887, paras. 56-60, and A/55/874, paras. 47 and 49). **The Committee stresses that the administration should redouble its efforts to comply with the recommendations of the Board. All staff associated with the procurement process should be thoroughly familiar with the procurement guidelines. The process of evaluating the effectiveness of procurement training should also be improved.**

66. The Board reiterated its recommendations on the need for missions to prepare procurement plans, to submit these plans in a timely manner to Headquarters in order to expedite the completion of an overall procurement plan, to take procurement actions with reference to their procurement plans and to decrease the procurement lead times to a reasonable level (A/58/5, vol. II, chap. II, paras. 172, 174 and 177). The Board also determined that in some missions (e.g., UNMISET, UNOMIG and MONUC) prospective vendors were registered on vendor rosters without being fully pre-qualified and that the Procurement Division had not evaluated prospective vendors on the basis of the most recent financial statements when the vendors applied for registration. **The Advisory Committee cautions against registering vendors without proper pre-qualification, as inviting companies with unknown experience and performance could seriously damage the transparency of the procurement process, hinder equal opportunity for all other successfully evaluated and registered companies and create significant delays in the normal registration process.** The Board of Auditors has reiterated its recommendation that missions should compile assessments of progress and final performance of vendors in order to prevent situations in which contracts are maintained, extended and/or renewed in the absence of vendor evaluations (ibid., paras. 179-185 and 190-192).

67. The Procurement Division is now involved in the appointment of procurement officers at various missions, reviewing and giving clearance to applications for procurement field positions and training field staff at Headquarters for periods of up to three months. Furthermore, the Committee understands that under the policy of rotation, consideration is being given to posting chief procurement officers from the Procurement Division. **The Advisory Committee welcomes these developments.**

68. The Advisory Committee notes from paragraphs 169 to 171, 178, 182, 186 and 193 of the Board's report that for the current period the Procurement Division of the Department of Management and the Department of Peacekeeping Operations have begun to take actions in order to address many of the problems pointed out by the Board. **The Committee requests that the Board keep these actions under review during its regular audits.**

Rations contracts

69. The Advisory Committee paid particular attention to the issue of rations. In some missions, such as UNMEE, problems experienced in the start-up phase were subsequently resolved. **The Committee stresses that the primary consideration should be the timely delivery of fresh, high-quality food in accordance with established standards for the troops in a manner that is cost-effective for the Organization.**

70. The general policy for delivery of rations by ground transportation is that the contractor is responsible for delivery to unit locations. The Advisory Committee was informed that this policy was not new and had been implemented on delivery of rations by ground transportation in UNMISET, UNMEE, UNAMSIL, UNMIL, the United Nations Preventive Deployment Force (UNPREDEP), the United Nations Protection Force (UNPROFOR) and the United Nations Angola Verification Mission/United Nations Observer Mission in Angola (UNAVEM/MONUA). It also forms part of the contractual requirements for rations for the new peacekeeping missions in Côte d'Ivoire, the Sudan, Haiti, Burundi and Cyprus. In the Middle East missions, owing to the relative simplicity of support arrangements for a limited number of contingents, the United Nations has maintained its own warehouse and carried out bulk-breaking, repacking and local distribution. With the potential expansion of the United Nations Peacekeeping Force in Cyprus (UNFICYP), a full turnkey service is planned, giving responsibility for rations delivery to the contractor.

71. The Advisory Committee was further informed that in the past the contractor for UNAVEM/MONUA had successfully implemented the air transportation arrangements for rations. Currently, no air deliveries are being carried out by contractors in the existing missions. However, there is an optional provision for air delivery of rations in the recently established contracts for UNMIL and MONUC, as well as in the statements of work for the rations requirements for projected missions in the Sudan, Côte d'Ivoire, Haiti and Burundi. This option can be activated when and if circumstances so dictate.

72. **In the opinion of the Advisory Committee, air delivery of rations by the contractor is not always the best option.** For example, in the case of MONUC the Board of Auditors noted a proposed amendment to the rations contract that would transfer the responsibility for actual transportation of rations by the contractor to the final point of consumption and not to the first point of entry, with the objective of improving the quality of service while freeing up Mission air resources for other tasks. Owing to the delay or cancellation of flights, limited air resources and other limitations within the supply chain, the Mission had experienced problems regarding the delivery of rations, which sometimes reached the point of consumption in dilapidated or spoiled condition (ibid., paras. 196-199). The Mission would

therefore like to go forward with door-to-door delivery of rations by the contractor by air.

73. **The Advisory Committee is not convinced by this argument. It is not understandable why a contractor with limited air resources will be better able to deliver without spoilage than the Mission, with its large air fleet. Taking into account the Mission's air assets and the fact that their utilization rate has been far below capacity, the Committee is of the view that the problem may be a matter of improper management. Furthermore, notwithstanding the information given to the Committee that preliminary data provided by the current contractor indicated that the contractor's prices would not exceed the cost otherwise incurred through the use of United Nations air assets, the Committee is concerned that this alternative may prove more expensive than anticipated. If, indeed, spoilage is a problem, then in the long run — that is to say, in future contracts — the costs incurred by the contractor may be passed on to the Mission anyway.**

74. **For these reasons and other considerations given in its report on MONUC, the Advisory Committee maintains its position that modalities for the delivery of rations by air should be the subject of a cost-benefit analysis.**

Training

75. Total resources proposed for training of civilian staff in peacekeeping for the period 2004/05 amount to $5.8 million, as compared with $8.9 million for 2003/04, or 34.8 per cent less. Table 11 of the overview report (A/58/705) shows the proposed training resources as compared to the civilian staff costs by mission. Training resources for 2004/05 represent an average of 1.4 per cent of civilian staff costs, as compared with 2.3 per cent for 2003/04. The Advisory Committee points out that the training estimates provided in the individual peacekeeping budgets for 2004/05, as for the current period, were not clearly stated, as the costs of training-related travel and training supplies and equipment were subsumed under various miscellaneous budget lines. In a number of proposed budgets, the Committee had difficulty determining which travel budget proposals related to training and which related to official travel. **Training of personnel is an important component of the proposed budget of a mission; the Committee reiterates that all resources requested for training should be clearly and comprehensively treated without being subsumed under other objects of expenditure. Such a procedure should separate training-related travel from other official travel and thus clear up confusion in this area.**

76. In this connection, the Advisory Committee notes from paragraph 245 of the report of the Board of Auditors that training expenditure for the 2002/03 period included only tuition fees and daily subsistence allowance. Expenditure on costs such as salary, working hours spent on training and training facilities were not included. The Department of Peacekeeping Operations has not been able to establish those costs with accuracy. The Board indicated that the reporting format could be improved in the areas of benchmarking, comparison, control and training monitoring. **The Committee stresses the need to have adequate systems for budgeting and reporting on the total expenditure for training.**

77. As previously indicated by the Advisory Committee, it appears that in some missions individual staff members might be receiving multiple training courses or

repetitive training for similar skills that might not be related to their current or future areas of responsibility in peacekeeping missions (see A/57/772, para. 129). **The Committee stresses the need to evaluate the effectiveness of training programmes in order to assess whether or not they have met individual and organizational goals and to ensure that the staff performance appraisal system is properly used to identify training requirements and evaluate achievements of individual staff members. There is also a need to monitor the reassignment of trained personnel to avoid the need for additional training (see also A/58/5, vol. II, chap. II, para. 259).**

78. **For the current period, the Advisory Committee notes the progress made by some missions (e.g., MONUC and UNMEE) to ensure that only staff members who require a specific type of training or upgrading of specialized skills are nominated for external training. The Committee also welcomes the steps taken by missions to use videoconferencing facilities to conduct training activities for delivery of in-mission courses in a cost-effective manner (see A/58/705, para. 32). Nonetheless, the Committee points out that as more staff become trained, the requirements for training should decrease, and thus also the requirements for training-related travel, particularly in missions that are no longer growing or are in the process of downsizing.**

Official travel

79. Travel constitutes a major item of expenditure for peacekeeping operations and continues to be an area of concern to the Advisory Committee. The performance reports for 2002/03 show a persistent overexpenditure for travel, ranging from 4.5 per cent in UNMIK to nearly 200 per cent in UNAMSIL and nearly 300 per cent in MONUC. While in a number of cases such overexpenditures can be attributed to developments in the mission (see the Advisory Committee's reports on the individual missions), and while estimates for official travel have been reduced in a number of missions, the presentation of the requests continues to lack precision and clarity. **In this connection, a number of the concerns expressed by the Committee in paragraphs 123-124 of its last general report on peacekeeping operations (A/57/772) remain valid — for example, regarding the need to state a specific purpose for intended travel, which would lead to a measurable result in fulfilling stated objectives. Moreover, in justifying some types of travel, the request should include a reference to and/or an explanation of how the estimate took into account the results of previous travel for that purpose; travel requests should also identify how improved methods of communication have been taken into account.**

80. During its consideration of the submissions for 2004/05 and the performance reports for 2002/03, the Advisory Committee paid particular attention to travel for administrative purposes from Headquarters to the missions. **With greater delegation of authority to the missions and the consequent strengthening of management and improved communications, including videoconferencing and e-mail, this type of travel should diminish, not increase.** In this connection, with regard to MONUC, the Committee called attention to the fact that as the authority and responsibility for the management of missions' financial resources are delegated to the Chief Administrative Officer, all requests for travel must be cleared by that official, who is able to refuse any unforeseen travel requests that lack adequate justification.

81. In the past, the Advisory Committee has noted that travel provisions relating to the mandate of missions for political consultations and within the mission area usually account for only a small proportion of the travel resources requested (the bulk being for training and management purposes). As indicated in paragraph 79 above, travel requests often lack precision and clarity; it frequently appeared to the Committee that such requests were more in the nature of contingency plans or de facto reserves for otherwise unbudgeted expenditure. Some mission budgets are used to cover the travel costs of Headquarters officials on matters not directly related to the missions (e.g., MONUC). **The Committee cautions that the use of peacekeeping budgets to cover "hidden" Headquarters expenditure is not consistent with transparent budgeting and should cease.**

E. Other matters

Delegation of authority

Procurement

82. With respect to procurement, the Department of Peacekeeping Operations has been working closely with the Department of Management to finalize new field procurement arrangements aimed at enhancing local procurement in the field. These arrangements would increase the level of procurement authority in the field from $200,000 to as high as $1 million, depending on the size and capacity of the individual mission. The arrangements are predominantly commodity-based and introduce the concepts of "core requirements" (goods procured by the mission) and "special requirements" (goods procured by the Procurement Division at Headquarters). The new arrangements will be issued in the near future in an administrative instruction currently being prepared by the Department of Management, in consultation with the Department of Peacekeeping Operations.

Human resources

83. On issues relating to delegation of authority to the Department of Peacekeeping Operations for human resources management, upon enquiry the Advisory Committee was informed that, pursuant to General Assembly resolution 53/221 of 7 April 1999, section IV, paragraph 2, the Office of Human Resources Management and the Department of Peacekeeping Operations are taking into account the General Assembly's request to ensure, before delegating authority, that a well-designed mechanism of accountability, including the necessary internal monitoring and control procedures, as well as training, are put in place. Accordingly, the Office of Human Resources Management has initiated the design and development of a system for monitoring delegated authority. The first cycle of on-site visits to peacekeeping operations took place in 2002/03, allowing the Office of Human Resources Management to develop the monitoring strategy and methodology, tools and instruments, and at the same time to establish benchmarks for human resources management. Each monitoring mission resulted in a comprehensive report, containing practical recommendations for improvement. A report on the initial experience will be submitted to the General Assembly at its fifty-ninth session. The Committee will review these matters for the fifty-ninth session of the General Assembly.

84. The Advisory Committee was informed that the Office of Human Resources Management is currently involved in a large-scale capacity-building programme in all aspects of performance management in peacekeeping missions, including training of supervisors in competency-based performance management, incorporating work planning, goal setting, giving feedback and appraising performance and interviewing skills. The Office of Human Resources Management intends to elaborate, in cooperation with the Department of Peacekeeping Operations, the scope and time lines of further enabling the field missions, providing them with tools for self-monitoring and ensuring the central role of the Office of Human Resources Management in setting the policies and guidelines in respect of human resources management and monitoring their observance and implementation.

85. In the area of personnel entitlements, the Department of Peacekeeping Operations delegated authority in 2003 to missions to approve entitlements for home leave travel, family visit travel and travel allowance. The Department has also delegated authority to 15 special political and peacekeeping missions for limited human resource actions using the human resources module of IMIS. In this exercise, limitations were encountered in access to IMIS in the field and the capacity of the users. Necessary steps are being taken to train and monitor staff in this regard. The maintenance team for IMIS has also been requested to address limitations in access in the field. It is currently planned that this delegation of authority and IMIS will be implemented in two more missions in the near future.

86. In the area of personnel recruitment, UNMIK and UNMISET continue to exercise the authority delegated to them in 2000 for the recruitment of international staff. However, no further delegation of recruitment authority has been extended to other missions. The Department of Peacekeeping Operations is developing the necessary prerequisites to enable the field missions to assume such functions. These include the completion of standard operating guidelines, the deployment of qualified recruitment experts to the field and the institution of appropriate monitoring and evaluation mechanisms at Headquarters. However, the recruitment policy has been revised to give the field more authority in the selection process for vacancies. **The Advisory Committee welcomes these developments and awaits the speedy application of widespread delegation of authority for recruitment.**

87. **The Advisory Committee is of the view that when management posts in the field are upgraded owing to increased delegation of authority, there should be a demonstrable offsetting adjustment to the configuration of staff at Headquarters. The Committee intends to follow up on this matter.**

Staff mobility

88. On staff mobility, the Advisory Committee was provided with additional information on steps that have been taken to implement the rotation of staff between Headquarters and the field. The principle of broader rotation between Headquarters and the field is supported by the Department of Peacekeeping Operations. Under the new staff selection system implemented in May 2002, mission service is counted in the context of stipulated maximum post occupancy and for the lateral moves required for promotion to the P-5 level. For recruitment to the Department of Peacekeeping Operations, mission experience is also one of the elements in the evaluation criteria stipulated for most Professional positions, and it is a factor taken into consideration during the selection process.

89. In addition, many field staff have served at Headquarters over the past few years on temporary assignments, either as replacements for Headquarters staff who are on mission or to fill posts temporarily pending completion of the formal recruitment process. For the past two years, a limited staff exchange programme between the Department of Peacekeeping Operations and the field has also been implemented using funding approved in the support account, which covers about five exchanges of approximately three months each year. The Advisory Committee was informed that, for the Secretariat as a whole, tools such as the vacancy compendium and the rapid deployment roster may be considered additional mechanisms to encourage staff from Headquarters to serve in the field. **The Advisory Committee intends to take up this issue on the basis of the Secretary-General's report to be presented to the General Assembly at its fifty-ninth session.**

Liquidation of missions

90. The Advisory Committee notes from paragraphs 267-269 of the Board's report that the Department of Peacekeeping Operations would take the drawdown strategy plan and liquidation strategy of UNAMSIL into account as it develops its global strategy for satisfying anticipated demands for material and services in new peacekeeping missions in the West Africa region. The Committee was provided with a detailed liquidation plan for UNAMSIL. **The Committee trusts that lessons learned in the liquidation of missions, will be applied in future liquidations of other missions. The Committee recalls that it has stressed that numerous problems have occurred in mission liquidation because of the lack of such skills as budgeting, finance, accounting, procurement and inventory management and that staff possessing those skills in missions under liquidation should be retained and given the opportunity to serve in other missions, provided there are functions to carry out in those missions (see, for example, A/57/772, para. 139). The Committee has also indicated the need to have up-to-date inventory, accounting and bank reconciliation systems throughout the mission so that those who deal with mission liquidation will be working with an up-to-date and accurate base of information (see A/56/887, para. 71). The Committee intends to revert to these issues in the context of its future review of the liquidation of UNAMSIL.**

91. Upon enquiry, the Advisory Committee was informed that, with regard to the retention of staff during mission liquidation, the established policy was to assign priority to the placement of personnel from downsized or liquidating missions against vacancies in other peacekeeping operations. In this regard, the Directors of Administration/Chief Administrative Officers of the liquidating missions are requested to review the performance of staff to identify those who should be retained in the Department of Peacekeeping Operations and to provide information on their level, occupational group, nationality, gender and expected date of release for consideration for redeployment. As staff members are to receive priority in the selection process, vacancies in new and existing field missions are to be advertised only in cases where this pool of staff does not yield suitable candidates. This policy was used for the liquidation of UNIKOM and the United Nations Office of the Humanitarian Coordinator in Iraq. In the case of UNIKOM, 60 out of a total of 76 staff members were placed in this manner. The Department of Peacekeeping Operations is currently placing staff members of the United Nations Office of the

Humanitarian Coordinator in Iraq, which completed its liquidation on 29 February 2004.

Security

92. In UNOMIG, additional security guards were requested to be funded from general temporary assistance funds. These personnel would assist in the supervision of the Mission's private security guards. The Advisory Committee requested clarification on the outsourcing and management of security, including which areas of the Mission are outsourced and which are under direct United Nations control through staff. The Committee has raised the issue of outsourcing security services in peacekeeping operations on several occasions in the past.

93. The Advisory Committee was informed that the matter continues to be discussed at interdepartmental security coordination meetings held on a weekly basis. General Assembly resolution 55/232 of 23 December 2000, on outsourcing practices in the United Nations, stipulates that certain criteria for outsourcing such services need to be met. The criteria are cost-effectiveness and efficiency, safety and security, maintaining the international character of the Organization and maintaining the integrity of procedures and processes.

94. The Advisory Committee was informed that while programme managers are requested to ensure that the four criteria stated above are met when evaluating whether or not an activity is suitable for outsourcing, there are special provisions for safety and security. Paragraph 4 (b) of resolution 55/232 states that "activities that could compromise the safety and security of delegates, staff and visitors may not be considered for outsourcing". As a direct result of this policy, a number of organizations, agencies, departments and offices within the United Nations system have initiated action to seek budgetary allocations to replace contracted security personnel "so that the outsourced activities, which may compromise the safety and security of delegations, staff and visitors, will be phased out in due course" (A/57/185, para. 3).

95. The Advisory Committee was informed that several peacekeeping missions have routinely hired private companies to provide "low-level security services". This includes access control and entrance guards, receptionists and perimeter patrols at mission premises and facilities. However, the Department of Peacekeeping Operations has made it clear that the outsourcing of security services in the field should meet the primary security requirement, which is the provision of the highest security standards to mission personnel and visiting delegations. Therefore, the contracting of local security services is always based on an in-depth evaluation carried out under the responsibility of the Head of Mission with a view to ensuring that it is linked to clearly identified operational requirements and expected to provide an increased level of protection to United Nations personnel and property.

96. The approach followed by the Department of Peacekeeping Operations, the Advisory Committee was informed, is consistent with the responsibility and accountability vested in the Under-Secretary-General for Peacekeeping Operations and the respective Heads of Missions with regard to the security and safety of peacekeeping personnel deployed in the field. The role of the Department of Peacekeeping Operations is limited to filling the number of security officer positions approved for each mission, after the Office of the United Nations Security Coordinator conducts its security assessment of the mission area.

97. The Advisory Committee intends to revert to the issue of security in peacekeeping missions when it considers the Secretary-General's phase 2 report on security, to be presented to the General Assembly at its fifty-ninth session. **The Committee requests that the question of the outsourcing of security services be dealt with comprehensively in that report.**

Rapid deployment capability

98. Rapid deployment capability is discussed in paragraphs 20 to 30 of the Secretary-General's report on the implementation of the recommendations of the Special Committee on Peacekeeping Operations (A/58/694). The Advisory Committee was provided, upon request, with updated information on the implementation of rapid deployment capability, including the strategic deployment stocks, rapid deployment rosters, standard operating procedures for rapid deployment, results of rapid deployment exercises for staff at the United Nations Logistics Base at Brindisi, Italy, and standby arrangements for troops.

99. With regard to strategic deployment stocks, a total of $4.1 million was allotted to the United Nations Logistics Base from the original $141.546 million in strategic deployment stocks resources. The allotment to the Logistics Base was made for the procurement of goods and services that could be procured more economically at the Logistics Base than at Headquarters. For example, the general temporary assistance allotment was made to cover the costs of hiring temporary assistance to meet the additional workload associated with implementing strategic deployment stocks. The allotment for ground transportation was made to purchase miscellaneous spare parts and consumables for strategic deployment stocks vehicles. In November 2003, an additional $1.6 million was redeployed from the Supply Section of the Logistics Support Division to the Logistics Base to meet the costs of shelving three new warehouses (see also A/58/759/Add.9).

100. The Advisory Committee received information on the standby arrangements for troops. Since February 2003, the United Nations Standby Arrangements System team deployed military observers and staff officers in UNMIL, the United Nations Peace-building Support Office in the Central African Republic and MINUCI.

101. The Advisory Committee was informed that in February 2003, the Department of Peacekeeping Operations initiated development of the rapid deployment roster. The purpose of the roster is to provide teams of experienced staff who could be rapidly deployed for a period of up to three months to undertake critical tasks in the start-up phase of a mission, mission enhancement or mission liquidation. As a result, 283 staff have been placed against 120 critical mission functions. This mechanism has been used in the start-up of UNAMSIL, MINUCI and UNMIL. A lessons-learned exercise has identified shortcomings, which will be taken into consideration in improving the roster. The updated roster will be used for the prospective new missions.

102. The standard operating procedures for rapid deployment are currently being developed and are included in the 2004 work plan for the Department of Peacekeeping Operations. The work plan was based on the evaluation made of the first cycle of the rapid deployment roster, i.e., the planning and recruitment phase, as well as the actual implementation of the mechanism and the lessons learned from it. A new rapid deployment roster cycle, with improved police and administrative guidelines, as well as detailed standard operating procedures, is being developed

with the assistance of the Peacekeeping Best Practices Unit. It will be ready for launching at the conclusion of the current rapid deployment roster cycle, in May 2004.

103. The rapid deployment exercise held at the United Nations Logistics Base at Brindisi, Italy, in January 2003 brought together 30 mission support personnel from Headquarters and the field missions. The exercise was based on the deployment of a complex multidimensional peacekeeping operation to a hypothetical country. The exercise resulted in the further development of the integrated mission planning process, the development of standard operating procedures for the request for pre-mandate commitment authority, the initiation of standardized staffing templates and the establishment of strategic deployment stocks capacity and delivery lead times.

Regional supply facilities

104. Upon enquiry, the Advisory Committee was informed about the concept of and experience with the use of regional supply facilities, as well as future plans for existing and upcoming missions. The Committee was assured that these supply facilities are not intended to replace the United Nations Logistics Base at Brindisi, Italy, as the primary maintenance base and that the Logistics Base will, in fact, support the regional facilities. Extensive support was drawn from UNAMSIL during the establishment of UNMIL. This included the provision of troops, equipment, services such as rations and the temporary provision of specialist personnel. Similar support will be drawn from UNAMSIL to support the establishment of the United Nations Operation in Côte d'Ivoire (UNOCI), should this be required and provided it can be achieved without jeopardizing the ability of UNAMSIL to continue to discharge its mandated activities. Regional logistical strategies are under consideration for West Africa, including the development of capabilities in UNMIL and UNOCI, as well as retaining such capabilities in UNAMSIL where this makes operational sense. However, the full potential of regionalization of support will be realized only when some form of regional management structure is established. In the case of the Sudan, the Department of Peacekeeping Operations is exploring the possibility of utilizing the logistics potential of MONUC, located in Kigoma, United Republic of Tanzania, and Entebbe, Uganda, to provide operational and logistical support to United Nations peacekeepers in the Sudan and Burundi.

Notes

[1] See *Official Records of the General Assembly, Fifty-eighth Session, Supplement No. 5* (A/58/5).

[2] Ibid., *Fifty-eighth Session, Supplement No. 7* and corrigendum (A/58/7 and Corr.1).

[3] Ibid.

[4] Ibid., *Forty-ninth Session, Supplement No. 30* (A/49/30).

[5] The Committee was informed that six temporary posts would be required to manage the conversion.

Annex I

Reports considered by the Advisory Committee on Administrative and Budgetary Questions

1. Report of the Board of Auditors to the General Assembly on the accounts of the United Nations peacekeeping operations for the financial period ending 30 June 2003 (A/58/5, vol. II, chap. II)[a] and report of the Secretary-General on the implementation of the recommendations of the Board (A/58/737)

2. Reports of the Secretary-General on financial performance for the period from 1 July 2002 to 30 June 2003 and/or on proposed budgets for the period from 1 July 2004 to 30 June 2005 of the peacekeeping operations. The reports of the Advisory Committee concerning the specific peacekeeping operations are presented as addenda to the present report. The list below gives the symbols of the reports of the Secretary-General on financial performance and on the proposed budget (or the disposition of assets, where applicable) and the reports of the Committee in that order:

(a) United Nations Observer Mission in Georgia (UNOMIG) (A/58/639, A/58/640 and A/58/759/Add.1);

(b) United Nations Mission for the Referendum in Western Sahara (MINURSO) (A/58/642 and Corr.1, A/58/657 and A/58/759/Add.2);

(c) United Nations Mission in Sierra Leone (UNAMSIL) (A/58/660, A/58/661 and A/58/759/Add.3);

(d) United Nations Peacekeeping Force in Cyprus (UNFICYP) (A/58/631, A/58/644 and Corr.1 and A/58/759/Add.4);

(e) United Nations Interim Administration Mission in Kosovo (UNMIK) (A/58/634, A/58/638 and A/58/759/Add.5);

(f) United Nations Interim Force in Lebanon (UNIFIL) (A/58/637, A/58/659 and A/58/759/Add.6);

(g) United Nations Disengagement Observer Force (UNDOF) (A/58/641, A/58/662 and A/58/759/Add.7);

(h) United Nations Mission in Ethiopia and Eritrea (UNMEE) (A/58/633, A/58/658 and A/58/759/Add.8);

(i) United Nations Logistics Base at Brindisi, Italy (A/58/702, A/58/706 and A/58/759/Add.9);

(j) Strategic deployment stocks (A/58/707 and A/58/759/Add.9);

(k) United Nations Organization Mission in the Democratic Republic of the Congo (MONUC) (A/58/684, A/58/701 and A/58/759/Add.10);

(l) United Nations Mission in Bosnia and Herzegovina (UNMIBH) (A/58/632, A/58/720 and A/58/759/Add.11);

(m) United Nations Iraq-Kuwait Observer Mission (UNIKOM) (A/58/630 and A/58/759/Add.12);

(n) United Nations Mission of Support in East Timor (UNMISET) (A/58/636, A/58/645 and A/58/759/Add.13)

3. Overview report of the Secretary-General on the financing of the United Nations peacekeeping operations, covering performance for the period from 1 July 2002 to 30 June 2003 and the budget for the period from 1 July 2004 to 30 June 2005 (A/58/705)

4. Reports of the Secretary-General on peacekeeping matters on which the Committee commented separately:

(a) Financial performance report on the budget for the support account for peacekeeping operations for the period from 1 July 2002 to 30 June 2003 (A/58/703 and Add.1) and proposed budget for the support account for the period from 1 July 2004 to 30 June 2005 (A/58/715) (the report of the Advisory Committee is contained in document A/58/760);

(b) Report of the Secretary-General on the Peacekeeping Reserve Fund (A/58/724) and note by the Secretary-General on closed missions (A/58/723) (the report of the Advisory Committee is contained in document A/58/732)

Notes

[a] See *Official Records of the General Assembly, Fifty-eighth Session, Supplement No. 5* (A/58/5).

Annex II

Amounts owed to Member States for troop and contingent-owned equipment costs

A. Amounts owed to Member States for troop costs as at 29 February 2004

(Thousands of United States dollars)

Mission	*Payments made during 2003*	*Amount due as at 29 February 2004*	*Paid up to*
UNMIK	12 247	17 083	December 2002
UNFICYP	8 228	18 058	January 2003
UNDOF	15 341	4 715	October 2003
UNIFIL	31 897	9 131	October 2003
UNMISET	38 489	25 227	June 2003
MINURSO	-	557	March 2002
UNAMSIL	210 986	51 431	October 2003
MONUC	73 526	44 674	October 2003
UNMEE	57 229	17 465	October 2003
UNMIL	-	42 636	N/A
UNIKOM	5 800	-	N/A
Total	**453 743**	**230 977**	

B. Amounts owed to Member States for contingent-owned equipment costs as at 29 February 2004

(Thousands of United States dollars)

Mission	*Payments made during the calendar year 2004*	*Estimated amount due as at 29 February 2004*	*Unliquidated obligations*[a]	*Claims certified up to*[b]
UNMIK	-	11 963	4 088	December 2003
UNFICYP	-	1 970	724	December 2003
UNDOF	-	1 146	2 035	December 2003
UNIFIL	-	2 842	8 057	December 2003
UNTAET/UNMISET	-	42 602	66 122	December 2003
MINURSO	-	27	421	
UNAMSIL[c]	-	122 597	125 909	September 2003
MONUC	-	45 780	105 559	September 2003
UNMEE	-	33 711	42 116	November 2003
UNMIL	-	1 434	15 185	
UNOMIG	-	367	386	
UNIKOM[d]	-	3 320	3 715	
UNPREDEP	-	2 588	-	
UNAVEM/MONUA	-	2 131	12 614	
ONUMOZ	-	-	-	
UNSMIH/UNMIH	-	9 988	-	
UNOSOM	-	15 907	-	
UNPF/UNPROFOR	-	2 257	-	
UNTAES	-	-	-	
UNTAC	-	22 796	-	
MINURCA	-	7 477	1 515	
Total	**-**	**330 903**	**388 446**	

(Footnotes on following page)

(Footnotes to table)

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[a] Unliquidated obligations for the period up to 30 June 2004.

[b] UNTAET: memorandum of understanding to be signed for 1 out of 51 units.
UNMISET: memorandum of understanding to be signed for 4 out of 31 units.
MINURSO: memorandum of understanding to be signed for 1 out of 1 unit.
UNAMSIL: memorandum of understanding to be signed for 1 out of 1 unit.
MONUC: memorandum of understanding to be signed for 2 out of 66 units.
UNMIL: new Mission; no memorandum of understanding signed yet.
UNOMIG: memorandum of understanding to be signed for 1 out of 1 unit.
UNIKOM: memorandum of understanding to be signed for 1 unit; 2 units under old methodology fully certified. 1 unit to be certified under old methodology.
UNPREDEP: all claims certified.
UNMIH: all claims certified.
UNOSOM: all claims certified.
UNPF/UNPROFOR: all claims certified.
UNTAC: all claims certified.
MINURCA: all claims certified.

[c] Estimates have decreased because of a decrease in mission factors, approved retroactively.

[d] The estimated amount owed has decreased from the amount last reported because two claims under the old methodology were certified in full for amounts less than initially estimated, and the amount owed on the remaining old methodology claim has been re-estimated downward.

Annex III

Number of civilian personnel by mission and type of personnel

Mission and period covered	*International*	*National*[a]	*United Nations Volunteers*	*Total*
MINURSO				
Approved for 2003/04	300	113	—	413
Proposed for 2004/05	300	113	—	413
MONUC				
Approved for 2003/04	938	1 299	419	2 656
Proposed for 2004/05	972	1 354	490	2 816
UNAMSIL				
Approved for 2003/04	376	610	168	1 154
Proposed for 2004/05	336	556	147	1 039
UNDOF				
Approved for 2003/04	40	92	—	132
Proposed for 2004/05	41	106	—	147
UNFICYP				
Approved for 2003/04	45	105	—	150
Proposed for 2004/05	48	110	—	158
UNIFIL				
Approved for 2003/04	124	305	—	429
Proposed for 2004/05	124	348	—	472
UNMEE				
Approved for 2003/04	256	273	82	611
Proposed for 2004/05	256	273	82	611
UNMIK				
Approved for 2003/04	1 049	3 130	250	4 429
Proposed for 2004/05	910	2 830	250	3 990
UNMIL				
Approved for 2003/04	607	768	286	1 661
Proposed for 2004/05[b]	631	768	434	1 833
UNMISET				
Approved for 2003/04	399	928	209	1 536
Proposed for 2004/05	120	133	20	273

Mission and period covered	*International*	*National*[a]	*United Nations Volunteers*	*Total*
UNOMIG				
Approved for 2003/04	109	177	—	286
Proposed for 2004/05	114	209	—	323
Total				
Approved for 2003/04	**4 243**	**7 800**	**1 414**	**13 457**
Proposed for 2004/05	**3 552**	**6 687**	**1 423**	**11 662**

[a] National personnel comprise national officer posts and national General Service posts.
[b] Preliminary estimates, pending the finalization of the 2004/05 budget.

Annex IV

Aircraft fleet deployed in peacekeeping missions: status as at 29 February 2004

Mission	*Number of aircraft*	*Type and model of aircraft*		*Type of lease*
		Type	*Model*	
MINURSO	3	Rotary-wing	MI-8 MTV	Commercial
	3	Fixed-wing	AN-26	Commercial
UNMISET	1	Fixed-wing	DHC-7	Commercial
	1	Rotary-wing	B-212	Commercial
	1	Rotary-wing	B-212	Commercial
	2	Rotary-wing	MI-8 MTV	Commercial
	2	Rotary-wing	MI-8 MTV	Commercial
	2	Rotary-wing	B-212	Letter of assist
UNFICYP	2	Rotary-wing	H-500D/B-212	Letter of assist
UNIFIL	4	Rotary-wing	AB-205	Letter of assist
UNMIL	1	Fixed-wing	B-200	Commercial
	1	Rotary-wing	MI-8 MTV	Commercial
	5	Rotary-wing	MI-8 MTV	Commercial
	2	Rotary-wing	MI-26	Commercial
	6	Rotary-wing	MI-24 TT	Letter of assist
	8	Rotary-wing	MI-8 MT	Letter of assist
MONUC	3	Fixed-wing	B-200R	Commercial
	2	Fixed-wing	AN-24	Commercial
	1	Fixed-wing	AN-24 RV	Commercial
	2	Fixed-wing	AN-26	Commercial
	2	Fixed-wing	L-100	Commercial
	1	Fixed-wing	L-100	Commercial
	2	Fixed-wing	L-100	Commercial
	1	Fixed-wing	HS125-JB	Commercial
	1	Fixed-wing	HS125-JB	Commercial
	1	Fixed-wing	B-727	Commercial
	1	Fixed-wing	L-100	Commercial
	4	Fixed-wing	IL-76	Commercial
	2	Rotary-wing	MI-8 MTV	Commercial
	1	Rotary-wing	MI-26	Commercial
	1	Rotary-wing	MI-26	Commercial
	7	Rotary-wing	MI-8 MTV	Commercial
	3	Rotary-wing	MI-8 MTV/MI-8 MT	Commercial
	4	Rotary-wing	MI-25	Letter of assist

Mission	Number of aircraft	Type and model of aircraft		Type of lease
		Type	Model	
	5	Rotary-wing	MI-17	Letter of assist
	5	Rotary-wing	MI-17	Letter of assist
UNMIK	1	Rotary-wing	MI-8	Commercial
	1	Fixed-wing	B-200	Commercial
UNOMIG	1	Fixed-wing	AN-26	Commercial
	1	Rotary-wing	MI-8	Commercial
	1	Rotary-wing	MI-8	Commercial
UNAMSIL	1	Fixed-wing	AN-72-100/Combi	Commercial
	1	Rotary-wing	MI-26 T	Commercial
	2	Rotary-wing	MI-8 MTV	Commercial
	2	Rotary-wing	MI-8 MTV	Commercial
	1	Rotary-wing	MI-8 MTV	Commercial
	2	Rotary-wing	MI-26 T/D-136	Commercial
	2	Rotary-wing	MI-8 MTV	Commercial
	4	Rotary-wing	MI-24	Letter of assist
	4	Rotary-wing	MI-8 MT	Letter of assist
	3	Rotary-wing	SA-330	Letter of assist
UNMEE	1	Rotary-wing	MI-8 MTV	Commercial
	4	Rotary-wing	MI-8 MTV	Commercial
	2	Rotary-wing	MI-8 MTV	Commercial
	2	Fixed-wing	AN-26	Commercial
	1	Fixed-wing	HS-125-400	Commercial
	2	Rotary-wing	B-212	Letter of assist
	1	Fixed-wing	C160 Transall	Letter of assist
	1	Rotary-wing	Puma SA-330	Letter of assist

Annex V

Provisions for rations by mission and financial period

(Thousands of United States dollars)

Mission	*Expenditure (2002/03)*	*Appropriation (2003/04)*	*Proposed estimate (2004/05)*
MINURSO	1 018.0	1 130.0	1 058.4
MONUC[a]	11 681.2	15 071.7	24 497.2
UNAMSIL	30 203.3	25 864.0	7 610.3
UNDOF	2 139.6	2 715.0	2 420.0
UNFICYP	1 843.8	1 965.6	1 991.9
UNIFIL	6 646.9	4 472.0	5 235.6
UNIKOM	1 126.0	—	—
UNMEE	8 815.0	7 600.0	8 224.3
UNMIBH	—	—	—
UNMIK	91.7	21.7	17.5
UNMIL[b]	—	21 129.3	33 155.5
UNMISET	12 575.1	8 624.6	—
UNOMIG[c]	8.8	—	—
Total	**76 149.4**	**88 593.9**	**84 210.7**

[a] Pertains to rations for military contingents only; excludes rations for the disarmament, demobilization, reintegration and resettlement or repatriation programme.

[b] Pertains to rations for military contingents and formed police personnel only; excludes rations for ex-combatants in the disarmament, demobilization, rehabilitation and reintegration programme.

[c] The 2002/03 expenditure pertains only to rations purchased for emergency purposes.